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ABSTRACT

The nationwide promotional HELP campaign of public service announcements launched in 1968 was intended to encourage the disabled to seek appropriate rehabilitation services. A 6-month study was conducted to determine the effectiveness of the HELP campaign and the nature of those who responded. The procedure involved in analysis of the letters sent to HELP, interviews, questionnaires, and an analysis of case file data from the Division of Vocational Rehabilitation. Of the 1,100 individuals represented by 1,000 responses to HELP letters, seven out of twelve were disabled persons in the 16-59 age group. It was concluded that 5/12ths were suitable candidates for vocational rehabilitation and that 4/12th could be helped by no known agency. Specific recommendations for future programs of this nature are that they promise no more than can be delivered, and that they be immediately responsive. (GEB)

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The HELP Campaign

-- An Evaluation

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This evaluation was conducted by the Kenny Rehabilitation Institute under Department of Administration Contract E-6193 for the Division of Vocational Rehabilitation of the State of Minnesota Department of Education.

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FOREWORD

Coordination of services with need is a particularly difficult undertaking. Coordination of services with demand is not nearly as difficult; and most human service delivery programs tend to follow this route. Need cannot be equated with demand, since the former is not nearly as visible as the latter. Someplace "out there" are people who need services, who can benefit from them, yet are unaware that services exist or, if aware, do not know where to obtain them. These are the people who have "fallen through the cracks" in the present human services delivery mechanism because their need has not yet been translated into demand. Also "out there" are people with needs that are not only unmet, but unrecognized as well. For them, no component of present human services delivery systems seems to be equipped to handle their needs.

People in both groups responded to the HELP Campaign. As a first attempt at getting to the very basic problem of finding out who are the people who need help but are not getting it, the HELP Campaign was a laudable success. But mistakes were made; and there are lessons to be learned from them.

It is hoped that this evaluation, undertaken to examine closely the impact of the HELP Campaign on the people of Minnesota, will contribute new knowledge that will lead to continuing improvements in future efforts to identify -- and meet -- need. The authors of this report feel privileged in having had the opportunity to conduct an evaluation of a program that has such great potential for shaping the course of human services delivery systems.

The contributors of others of KRI's Research Department to this evaluation is acknowledged with gratitude. Anne Buechele, Warren Jones, and Dar-Shong Hwang were KRI's research analysts involved in this evaluation, and Marylyn Hoglund and Ruth Olson were the secretaries involved in the preparation of this report.

This evaluation was not, however, a unilateral undertaking of KRI. The Minnesota Division of Vocational Rehabilitation collaborated in all phases of this evaluation. The administrative staff who coordinated efforts in contacting and interviewing HELP letter writers and the vocational rehabilitation counselors who conducted the interviews contributed much to the evaluation. Duane Sermon and Erwin J. Chorn of Minnesota DVR's administrative staff were two, in particular, whose contributions in time and effort cannot be adequately recognized by a mere acknowledgement.

I.I.
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CONTENTS

Page

1.0 INTRODUCTION 1

- 1.1 Background of the HELP Campaign 1
- 1.2 Minnesota's Involvement 3
- 1.3 The Need for Evaluation 4

2.0 DESIGN FOR EVALUATION 5

- 2.1 Objectives 5
- 2.2 Steps in Evaluation 6
- 2.3 Logistics 9

3.0 CONTENT ANALYSIS OF HELP LETTERS 10

- 3.1 Research Method 10
- 3.2 The People Who Wrote to HELP 13
- 3.3 The People Who Needed HELP 22

4.0 QUESTIONNAIRE SURVEY 43

- 4.1 Research Method 43
- 4.2 The People Who Wrote to HELP -- a Closer Look 48
- 4.3 The People Who Needed HELP -- a Closer Look 58
- 4.4 The People Who Needed HELP -- Their Reactions 81
- 4.5 The People Who Contacted an Agency 91

5.0 PERSONAL INTERVIEWS 106

- 5.1 Research Method 106
- 5.2 The Interview Sample 110
- 5.3 The Sample of People Who Needed HELP 119

6.0 AGENCIES AND THE PEOPLE NEEDING HELP 141

- 6.1 Research Method 141
- 6.2 Can Agencies Help? 143
- 6.3 DVR's Role 156

7.0 THE HELP CAMPAIGN 162

- 7.1 Summary and Discussion 162
- 7.2 Comments on the HELP Campaign 165
- 7.3 Implications for Minnesota 167

INTRODUCTION

1.1 Background of the HELP Campaign

In 1968, the Social and Rehabilitation Service of the U. S. Department of Health, Education, and Welfare developed, in conjunction with Warwick & Legler, Inc., an advertising agency based in New York, the framework of a nationwide promotional campaign intended to encourage the disabled to seek appropriate rehabilitation services. The nation's communications media were asked to contribute time and space to this campaign through The National Advertising Council, a non-profit organization supported by American business.

As reported by Warwick*, the general objectives of the HELP Campaign were:

> 1. To inform the disabled, the friends and relatives of the disabled, and the general public that help was available.
>
> 2. To tell them how to get this help.
>
> 3. To encourage, to arouse and to urge the disabled to take action, particularly those who are the victims of self-pity -- those who need to be prodded.

---

* Warwick, J. P., "The People in the Windows", Outlook, March 1970, pp. 10-12

Public service announcements were carried on radio and television or placed in newspapers and magazines in an attempt to "communicate the needless waste of disability as exemplified by the Campaign theme 'You've got nothing to lose but your disability'." A typical message reads:

> Pride, fear and confusion are stopping 5 million disabled people from getting the help they need. Some are living in the past. Others, disabled from birth, have no past. But most, with proper guidance and medical aid, could learn to take care of themselves ... and do a job that gives them the satisfaction, independence and dignity that each of us needs.
>
> So, if you're handicapped or concerned about someone who is, get the help you need by sending a letter that includes your name, your address and your disability.
>
> Send your letter to: HELP, Box 1200, Washington, D.C.
>
> You've got nothing to lose but your disability.

The basic objective of the HELP Campaign was, as Warwick states, " . . . to inform the disabled person, his friends and relatives to write to a box number in Washington, D.C. He, in turn, would be advised by HEW of the appropriate state rehabilitation agency or office he should contact."

1.2 Minnesota's Involvement

The response to the HELP Campaign was overwhelming in terms of the numbers of individuals responding to the public service announcements. Minnesota alone received over 1,000 letters and cards during the campaign that spanned nearly two years. Upon receipt at the offices of the Minnesota Division of Vocational Rehabilitation, 1745 University Avenue, St. Paul, Minnesota, the cards and letters were divided into three groups depending upon the action to be taken. Those in which services for the blind or welfare services were clearly indicated were forwarded directly to the appropriate agency for action. In response to those requesting information only, general information on vocational rehabilitation services, together with a cover letter, were mailed. Those requesting help with problems of a more specific nature were, upon review by professional staff, forwarded to the appropriate vocational rehabilitation field offices for assignment to vocational rehabilitation counselors. Literature describing the programs of the Minnesota Division of Vocational Rehabilitation, accompanied by a covering letter, was sent out over the signature of the Assistant Commissioner for Rehabilitation and Special Education.

Considerable delays were experienced in processing the HELP letters because of the unexpected influx of responses. As a result, particularly during the early stages of the campaign, there were considerable delays in some respondents receiving replies to their HELP letters.

1.3 The Need for Evaluation

The HELP Campaign carries important implications in the identification of people who need help. It represents a new approach to out-reach; and the Minnesota Division of Vocational Rehabilitation considered it important to attempt to measure its success and to obtain information to make future programs of this type more effective.

Did the HELP Campaign prove to be effective in providing social and rehabilitation services to persons missed by normal referral systems? This question was raised, not only in terms of the human services required, but in terms of DVR planning for future service programs for the people of this state.

For these reasons, an evaluation of the effectiveness of the HELP Campaign was planned. The research activities of this evaluation were assigned to the Research Division of the Kenny Rehabilitation Institute in Minneapolis. There was, of course, no question that the HELP Campaign was a success in terms of reaching persons who were in need of services. However, the question of precisely who needed help and whether or not he received help as a result of his inquiry has remained unanswered. The further step of conducting a follow-up of these people was now required. A six-month study was undertaken to evaluate the effectiveness of the HELP Campaign and to assess the needs of the people who responded.

DESIGN FOR EVALUATION

2.1 Objectives

On May 21st, 1970, the Division of Vocational Rehabilitation of the State of Minnesota and the Division of Research of the Kenny Rehabilitation Institute entered into an agreement to study the needs of the people who responded to the HELP Campaign. The study was designed with a two-fold purpose: first, an evaluation of the HELP Campaign itself; and second, a determination of who were the people who responded to HELP, what services did they need, and to what extent existing social and rehabilitation agencies were meeting, or failing to meet, these needs. More specifically, the study was intended to answer the following questions:

Who are the people requesting help?

What services are they asking for?

What services are needed?

Are these services available?

What services have they received thus far?

Why haven't needed services been received?

What action was taken by the Division of Vocational Rehabilitation in response to letters indicating that that agency was the appropriate agency to provide the needed services?

2.2 Steps in Evaluation

A four-fold attack on the problem was planned: (1) a content analysis of the letters written to HELP, (2) a mailed questionnaire survey of all who had written letters, (3) personal interviews with a sample of those who had written to HELP, and (4) an analysis of relevant case file data available from DVR.

Analysis of Letter Content

A total of 983 letters were available for analysis. An administrative decision had been made early to copy each letter that had been forwarded to the vocational rehabilitation field office or to other agencies providing welfare services or services for the blind. A few may have been missed before this policy was adopted, but there is no reason to believe that the missing letters differ in any substantial way from the total sample available for analysis.

Approximately one-fourth of the letters contained only the writer's name and address and, in some cases, identification of the nature of the disability concerned. Such letters offered no clue as to whether a writer was appealing for help on his own behalf or on behalf of another individual. The remainder, three-fourths of the total, specifically identified the writer and/or other individuals as needing help, and often included considerable elaborating detail as well.

The focus of content analysis was intended to be primarily a determination of who wrote letters to HELP and, insofar as possible, a determination of who needed help.

Questionnaire Survey

The content analysis of the HELP letters could be expected, at best, to provide only partial answers to the questions of who wrote to HELP and who needed help. The public service announcements had specifically requested the name and address of the writer and the name of the disability with which he was concerned; and, since one-fourth of the letters provided only this information, another means of obtaining additional information was necessary. For those letters that already contained further elaborating detail some means was needed to validate this already available information and to provide additional information as well.

Both objectives were accomplished through a questionnaire survey of HELP respondents. Questionnaires, therefore, were to be mailed to all who had written letters. The survey instruments were to be designed to determine what services were needed by the respondents (and referents) and what services had been provided them since their requests and their satisfaction or dissatisfaction with the handling of their appeals for help.

Personal Interviews

A sample of 30% of those who had written letters to HELP were to be contacted by telephone or in person via vocational rehabilitation counselors. The purpose of this phase of the study was three-fold: first, to obtain information needed to evaluate and validate the content analysis phase; second, to obtain information needed to evaluate and validate the questionnaire survey; and, finally, to obtain information concerning the nature and extent of services provided by Minnesota agencies as a result of the HELP Campaign and to determine, if possible, the still unmet needs of those who had written to HELP.

Analysis of DVR Case File Data

An analysis of computer listings of closed and active cases served by Minnesota's Division of Vocational Rehabilitation was to be conducted to determine the current status of, and the services provided to, individuals identified through the HELP Campaign as needing help and referred to the vocational rehabilitation field offices.

2.3 Logistics

The work to be undertaken in this study, including the preparation of a final report, was scheduled for completion in December, 1970. A research effort of approximately six-months duration, the study was quite ambitious in its scope and required the combined resources of the Kenny Rehabilitation Institute's Research Department and the Minnesota Division of Vocational Rehabilitation.

The responsibilities of the Kenny Rehabilitation Institute included: the content analysis of the HELP letters; the design, mailing, and analysis of the mailed questionnaires; the design and analysis of the personal interview survey; the analysis of the DVR case file data; and the documentation of results in report form. The responsibilities of the Minnesota Division of Vocational Rehabilitation included the assignment of counselors to conduct interviews; the scheduling and contacts needed to complete the interviews; the provision of computerized listings of selected case file data; and periodic reviews of the progress of this collaborative effort.

Meetings of representatives from both organizations were held at intervals rarely exceeding two weeks throughout the term of the study. These meetings were particularly valuable in ensuring that the format and content of the mailed questionnaires and interview forms were relevant to the objectives of the study.

CONTENT ANALYSIS OF HELP LETTERS

3.1 Research Method

A variety of data was available from the HELP letters, including sex and age of the respondent, names and addresses of other persons needing help, nature of the problems cited, services requested, and agency disposition of the letter. The problems cited in the letters could also be differentiated as to disabilities, related vocational handicaps, or problems concerning employment, finances, aging, medical costs, and legal involvements.

Even letters containing only relatively minimal information provided clues as to the sex of the writer, his age classification (child/adult), and whether or not the writer or another individual was the subject of the appeal for help.

Further, all letters could be classified as to point of origin. Postmarks, particularly on postal cards or where the envelope was saved, occasionally served to clarify addresses and were used also to determine the approximate date the letter was written.

Coded Data

A Respondent Name/Address Card was prepared for all HELP respondents. This card contained, in addition to name and address, such data as sex of the respondent, principal problem orientation of the letter, date of the letters, and an indication as to whether the respondent and/or other individuals were identified as needing help.

A Letter Data Card was prepared for each individual identified in the letter as one who needed help. These cards were of two types, depending upon whether the respondent or another individual was named as the person needing help: Respondent Data Cards for letter writers with problems and Referent Data Cards for other individuals with problems.

There were 983 Respondent Name/Address Cards and 830 Letter Data Cards, of which 507 were Respondent Data Cards and 323 were Referent Data Cards.

Referent Name/Address Cards were prepared for the 323 referents as well. These cards also contained, in addition to name and address, selected descriptive information such as relationship to the writer of the letter, and coded residence.

The following summarizes the coded data used in the content analysis of the HELP letters:

Respondents	Number
Those who did not specifically identify anyone as needing help (Name/Address Cards only)	220
Those who identified someone other than themselves as needing help (Name/Address Cards only)	256
Those who identified themselves as needing help (Name/Address Cards plus Letter Data Cards)	507

Referents

Individuals, other than the writers, identified as needing help (Name/Address Cards plus Letter Data Cards	323

(It should be noted here, although mentioned later in Section 3.2, that some writers identified more than one individual as needing help and some identified themselves and others as needing help. Name/Address Cards were prepared for all writers and all persons identified by writers as needing help. Letter Data Cards were prepared for all persons, respondents and referents, identified as needing help.)

Multiple Page Letters

Only the first page of multiple-page letters had been retained in the central DVR files. It was necessary, therefore, to retrieve copies of multiple-page letters from the field offices and the agencies to which the original letters had been sent. The research staff of KRI identified such letters, compiled lists of names and addresses separately for the different field offices and agencies affected, drafted a covering memo detailing the need for the complete letters, and performed other incidental work necessary to retrieving copies of the complete letters.

Analysis

Sections 3.2 and 3.3 document the results of the analysis of the contents of the HELP letters.

3.2 The People Who Wrote to HELP

There were 983 letters available for analysis. Except, possibly, for the few that may have been missed before the policy of copying all letters was adopted, these letters comprised the complete set that were re-routed to Minnesota from Washington, D.C.

This section of the report concerns the 983 people who wrote letters to HELP and refers to Tables 3-01 through 3-06.

Point of Origin

The eighty-seven Minnesota counties are served by Minnesota Division of Vocational Rehabilitation Field Offices, with each field office serving a number of counties. The Minneapolis Field Office serves Anoka, Carver, Hennepin, and Scott Counties and the St. Paul Field Office serves Chisago, Dakota, Ramsey, and Washington Counties. The eight counties served by these two field offices comprise the Metropolitan Area.

The remaining seventy-nine counties, termed in this report the Outstate Area, are served by eleven field offices strategically located throughout the state. Approximately one-half of the letters written to HELP came from the Outstate Area, and three-sevenths came from the Metropolitan Area.

The remainder, approximately one in fourteen, were classified as a Special Group. This group of letters consisted of those with incomplete information on name or address, letters from out-of-state people making reference to Minnesota residents needing help, and letters that carried a clear indication that referral should be made to an agency other than DVR -- such as welfare agencies or agencies serving the blind.

Table 3-01 presents a distributional breakdown of the residences of the letter writers according to regions served by the Minnesota DVR Field Offices.

Focus of the Letters

Nearly one-fourth of the letters written to HELP supplied only the information specifically requested in the campaign public service announcements -- name, address, and name of disability. The remainder, over three-fourths of the total, identified the writer himself and/or other individuals as people who needed help (Table 3-02).

Two-thirds of the HELP letters focused on disability or related vocational handicaps. Others made specific reference to financial problems, problems with insurance (eligibility, payments, etc.), problems with medical care or the costs of medical care, problems relating to unemployment, or other problems of a complex and varied nature (Table 3-03).

Sex of the Writer

In examining letters from Outstate Minnesota, it was found that approximately equal proportions of men and women wrote letters (Table 3-04). In the Metropolitan Area, however, women who wrote letters outnumbered men by at least a 7-to-6 margin. That more women than men wrote letters is not in itself a particularly significant finding; but, as will be seen later, over 60% of the individuals identified in the letters as individuals needing help were men.

Communications Media

The letters to HELP did not always contain information as to how the writer became aware of the HELP Campaign. In fact, only 35% of them did (Table 3-05). Radio and television broadcasts were credited most frequently as the source of this information. One writer in seven credited newspaper or magazine advertisements.

Date of Letters

Of those letters that carried dates (Table 3-06), approximately 70% of the total, the great majority were written in 1969. Apparently, the HELP Campaign peaked in mid-1969; and the peak seemed to occur earlier in Outstate Minnesota than in the Twin Cities Metropolitan Area.

The People Who Wrote to HELP . . .

Outstate respondents to the HELP Campaign
outnumbered Metropolitan respondents
by a seven-to-six margin.

The St. Cloud and Mankato Districts were
particularly heavily represented among
the outstate respondents.

Table 3-01. Source of the 983 Letters by Minnesota District

Source of Letter	Number of Letters	Percentage of Total
Metropolitan Area	420	42.7
(612 -- Minneapolis)	(303)	(30.8)
(602 -- St. Paul)	(117)	(11.9)
Outstate Area	490	49.9
(722 -- St. Cloud)	(96)	(9.8)
(723 -- Fergus Falls)	(18)	(1.8)
(761 -- Willmar)	(17)	(1.8)
(832 -- Bemidji)	(5)	(.5)
(833 -- Crookston)	(46)	(4.7)
(842 -- Duluth)	(61)	(6.2)
(843 -- Virginia)	(46)	(4.7)
(952 -- Mankato)	(87)	(8.8)
(953 -- Worthington)	(42)	(4.3)
(954 -- Marshall)	(28)	(2.8)
(972 -- Rochester)	(44)	(4.5)
Special Groups	73	7.4
(Out-of-State)	(5)	(.5)
(Incomplete Name/Address)	(7)	(.7)
(Blind/Welfare)	(61)	(6.2)
Total	983	100.0

The People Who Wrote to HELP . . .

Number of letters received -- 983.

One-fourth sent only name and address, sometimes with an explicit request for information.

One-fourth wrote to HELP, not for themselves, but on behalf of other individuals.

One-half wrote to HELP for themselves (and some of these mentioned others as well).

Table 3-02. Type of Letter According to Whether the Writer or Another Individual Was Identified as Needing Help (983 Letters)

Individuals Identified as Needing Help	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
None (Information Request)	127 (30.2)	92 (18.8)	1 (1.4)	220 (22.4)
Individuals Other Than the Writer	111 (26.4)	112 (22.9)	31 (42.5)	254 (25.8)
Writer of Letter Only	168 (40.0)	261 (53.4)	38 (52.0)	467 (47.5)
Writer Plus Other Individuals	14 (3.4)	25 (5.1)	3 (4.1)	42 (4.3)
Total	420 (100.0)	490 (100.0)	73 (100.0)	983 (100.0)

Over two-thirds of the letter writers cited a handicap or disability as their source of concern

-- and three-fourths of those who did cited a specific disability.

A few of the letters were inquiries into the nature of the HELP Campaign (i.e., "What is HELP?"

Table 3-03. Principal Orientation of the 983 Letters With Regard to Type of Problem Covered

Principal Orientation of Letter	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
None or Unspecified	16.0	14.9	8.2	14.9
Unspecified Disability	23.1	14.1	6.9	17.4
Specified Disability	46.9	55.7	52.1	51.6
Financial/Insurance	.7	2.2	16.4	2.6
Medical Costs/Care	1.2	3.1	13.7	3.1
Employment	2.6	1.4	--	1.8
Organizational Query	3.3	3.1	--	3.0
Multiple or Other	6.2	5.5	2.7	5.6
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 420, 490, 73, and 983, respectively.)

Women outnumbered men by a narrow margin.

There were a few agency inquiries as well.

Table 3-04. Sex of the 983 Individuals Writing to HELP

Sex of Writer	Source of Letter			Total
	Twin Cities Metro Area	Outstate Minnesota	Special Group	
Male	40.5	48.2	32.9	43.7
Female	49.0	48.4	52.0	49.0
N. A. (Agency)	.7	.4	--	.5
Not Specified	9.8	3.0	15.1	6.8
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 420, 490, 73, and 983, respectively.)

One-third of the letter writers volunteered information as to where they heard of HELP -- with most of them crediting radio or television as the medium.

The data suggests television exposure in the Twin Cities Metropolitan Area was substantially less than in the Outstate Areas.

Table 3-05. Medium Through Which the 983 Letter Writers Learned of the HELP Campaign

Medium	Source of Letter			Total
	Twin Cities Metro Area	Outstate Minnesota	Special Group	
Not Specified	68.3	61.0	74.0	65.1
Radio	19.8	18.0	16.4	18.6
Television	7.9	14.3	6.9	11.0
Magazine/Newspaper	2.6	6.3	2.7	4.5
Multiple or Other	1.4	.4	---	.8
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 420, 490, 73, and 983, respectively.)

The People Who Wrote to HELP . . .

HELP letters were received over a two-year span, and the campaign apparently peaked in mid-1969

-- and the peak seemed to occur earlier in Outstate Minnesota than in the Twin Cities Metropolitan Area.

Table 3-06. Date of HELP Letters (N=983)

Date of HELP Letter	Source of Letter			Total
	Twin Cities Metro Area	Outstate Minnesota	Special Group	
Not Dated	34.3	24.7	41.1	30.2
1968, Last Half	2.2	.6	---	1.2
1969, First Half	21.9	31.6	12.3	26.0
1969, Last Half	30.2	27.6	26.0	28.4
1970, First Half	11.4	15.5	20.6	14.2
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 420, 490, 73, and 983, respectively.)

3.3 The People Who Needed Help

As pointed out previously, the 983 writers did not all identify specific individuals who needed help. There were 220 letters that contained no clue as to whether the writer or some other individual was the subject of the inquiry.

The remaining 763 letters identified a total of 830 individuals as in need of help.

Sex Distribution

Table 3-07 presents the distribution by sex of the three groups of individuals of concern in this study -- those identified from letters originating in the Metropolitan Area, letters originating in the Outstate Area, and letters assigned to the Special Group. Although women wrote more letters to HELP than did men, over three-fifths of the individuals who needed help were men.

Respondents or Referents?

Of the 830 individuals who needed help, 507 (61%) were individuals who had written letters. There was some indication (Table 3-08) that letters originating in the Metropolitan Area were more frequently concerned with someone else's problem than were letters originating in the Outstate Area.

Referents

There were 323 referents among the group of individuals identified as in need of help. (These were individuals who had not written letters themselves, but were identified by the writer of the letter as needing help.)

Table 3-09 presents the relationships of the letter writers to this group of referents. Where the relationship was that of a spouse, it was generally the wife who wrote about problems of her husband. (This explains, in part perhaps, why more men than women were in need of help although most letters had been written by women.)

Familial concern (Table 3-10) was most often the reason for someone other than the person with the problem writing to the HELP Campaign. Although from the previous table (Table 3-09) it can be seen that about 18% of the referents were identified by friends or neighbors, it could be clearly established that this was an act of friendhsip for only about half of them.

Respondents

Table 3-11 is of interest because of its tie-in with the intent of the HELP Campaign. The promotional material supporting the HELP Campaign explicitly invited little more than name, address, and nature of disability. Yet, there was a definite tendency on the part of those who had written letters, particularly the 507 who wrote for help for themselves, to furnish additional detail. Nearly one-half of the letters were at least one page in length.

Age

For all but a few individuals identified as needing help, a distinction could be made as to whether that individual was a child or an adult (Table 3-12). Beyond that, however, further distinctions could be made in just under one-half of the cases.

Among adults whose ages were available from the letters (or whose approximate age category could be inferred from the letters) the 51-64 age group was the most heavily represented.

Basis for Concern

In only 35% of the problem descriptions supporting the appeals for help on behalf of the 830 individuals in need of help was an underlying emotional tone undetectable (Table 3-13).

In about 23% the tone was basically one of inquiry; and in nearly 40%, the tone was one of deep concern -- even anxiety.

A few of the letters were definitely hostile in tone.

An appeal for help was made on behalf of over three-fourths of the individuals in need of help (Table 3-14). More often than not, the appeal was quite explicit.

In many of the letters, nearly one-half of the total, the writer went beyond simply asking for help for himself or another individual (Table 3-15). Often, frustrating histories of medical problems, unemployment, and poverty were cited as justification for having written to HELP. Some who needed help were described as deserving because of their good character. And in some cases, a small percentage of the total, the imperative for help took the form that it is society's responsibility to "do something."

Disability

The overwhelming majority (Table 3-16) of the 830 individuals identified as needing help had a disability or related vocational handicap.

In two-thirds of these cases (Table 3-17), an appeal for help was either explicitly made or could be inferred from the letter.

Unemployment

For approximately one-third of the 830 individuals identified as needing help (Table 3-18), unemployment was cited as a problem of concern.

Where unemployment was cited as a problem, an appeal for help was made -- usually quite explicitly (Table 3-19).

Financial Problems

In over one-fourth of the 830 individuals identified as needing help (Table 3-20), financial problems were specifically cited.

Almost invariably, where a financial problem was discussed, there was an accompanying appeal for help (Table 3-21).

28

Other Problems

Table 3-22 displays a breakdown of other problems of concern to the 830 individuals who needed help. One-eighth of the total were concerned with problems in medical care -- the availability, quality, or costs of care.

Emotional problems were a source of concern to another large group. (Although broken out separately for display in Table 3-22, emotional problems were included as disabilities or related vocational handicaps in Table 3-16 as well.)

Discussion

The HELP letters, as is apparent from the tables in this section of the report, presented a varied and disturbing array of problems of 830 individuals identified as needing help. But, as we shall see later from a questionnaire survey of the people who wrote to HELP, the letters actually tended to understate the problems of these individuals. This, of course, is not unexpected. The people who had written to HELP were not requested to furnish extensive documentation; and some supplied none.

The HELP letters, therefore, can be considered as providing a [illegible]sed, actually quite conservative, picture of the complex problems of the individuals who were the subjects of the HELP letters.

It is surprising only that the HELP letters provided as much information as they did.

The 983 letters identified 830 individuals
who needed help.

Women wrote more HELP letters than did men

-- yet three-fifths of those who needed help were men.

Table 3-07. Sex of the 830 Individuals Presented as Needing Help

Sex	Source of Letter			Total
	Twin Cities Metro Area	Outstate Minnesota	Special Group	
Male	59.0	63.0	56.2	60.8
Female	37.5	34.9	40.0	36.4
Not Specified	3.5	2.1	3.8	2.8
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 317, 433, 80, and 830, respectively.)

The People Who Needed HELP . . .

Of the 983 letters, 763 letters identified 830 individuals who needed help.

Nearly 40% were individuals other than the letter writer.

Table 3-08. The 830 Individuals Needing Help According to Whether or Not They Were Letter Writers

Individuals Identified as Needing Help	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Individuals who wrote letters	182 (57.4)	284 (65.6)	41 (51.2)	507 (61.0)
Individuals other than the writer	135 (42.6)	149 (34.4)	39 (48.8)	323 (39.0)
Total	317 (100.0)	433 (100.0)	80 (100.0)	830 (100.0)

The People Who Needed HELP . . .

When an appeal to the HELP Campaign was made
by someone other than the person with
the problem, the letter was usually
the work of

-- the wife
-- a parent
-- another close relative
-- or a friend or neighbor

Table 3-09. Relationships of Letter Writers to the 323 Referents

Who Wrote the Letter?	Source of Letter Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Not Specified	8.2	13.4	30.8	13.3
Wife	17.0	23.5	7.7	18.9
Husband	4.4	7.4	2.6	5.6
Parent	16.3	21.5	20.5	19.2
Child/Sibling	20.0	12.1	12.8	15.5
Other Relative	10.4	6.0	15.4	9.0
Friend/Neighbor	22.2	16.1	10.2	17.9
Agency	1.5	--	--	.6
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of
135, 189, 39, and 323, respectively.)

Familial concern was most often the reason for someone other than the person with the problem writing to the HELP Campaign.

Table 3-10. Reason Letter Was Written on Behalf of the 323 Referents

Reason Letter Was Written	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Indeterminable	17.8	18.1	33.3	19.8
Family Concern	71.1	73.8	61.6	71.2
Friendship	11.1	6.7	5.1	8.4
Act of Charity	--	1.4	--	.6
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 135, 149, 39, and 323, respectively.)

Outstate respondents to the HELP Campaign
who needed help for themselves tended
to write longer letters and present
more detail than their
Metropolitan counterparts.

(Only one-sixth presented only what the HELP
announcements requested ... name, address
and name of disability.)

Table 3-11. Length of Letter Written by the 507 Individuals Who Needed Help for Themselves

Length of Letter	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Very Short (one sentence)	22.0	14.1	12.2	16.8
Short (one paragraph	41.2	35.9	43.9	38.4
Medium (one page)	22.5	33.1	31.7	29.2
Long (multiple pages)	14.3	16.9	12.2	15.6
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 182, 284, 41, and 507, respectively.)

A distinction between child and adult could be made in all but a few individuals identified as needing help; but the majority of those who could be classified as adults could not be further classified into age categories.

Among adults whose ages were available from the letters, the 51-64 age group was the most heavily represented.

Table 3-12. Age Distribution of the 830 Individuals Who Needed Help

	Source of Letter			
Age	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Not specified	5.7	2.6	5.0	4.0
Child (under 16)	1.6	1.6	2.5	1.7
Adult (age not known)	51.4	50.8	43.7	50.3
16-30	8.5	9.9	10.0	9.4
31-50	11.7	9.3	3.8	9.6
51-64	15.4	19.6	13.7	17.5
65 or over	5.7	6.2	21.3	7.5
Total	100.0	100.0	100.0	100.0

(Percentages based on column tables of 317, 433, 80, and 830, respectively.)

For only a few of those needing help could the tone of the letter be described as hostile.

In many cases, the tone was one of concern -- even anxiety.

Table 3-13. Emotional Vein in Which the 830 Problem Descriptions Were Presented

	Source of Letter			
Tone of Letter	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Indeterminate	27.8	40.6	38.8	35.5
Inquiring	26.5	20.8	20.0	22.9
Concerned	33.4	25.9	26.2	28.8
Anxious	10.4	9.0	7.5	9.4
Hostile	1.9	3.7	7.5	3.4
Total	100.0	100.0	100.0	100.0

(Percentages based on column tables of 317, 433, 80, and 830, respectively.)

Over three-fourths of the problem descriptions were accompanied by an implicit or explicit request for help.

Table 3-14. The 830 Individuals Needing Help According to Whether Help or Only Information Was Requested

	Source of Letter			
Focus of Appeal	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Information requested	27.4	21.5	21.2	23.8
Help implicitly requested	36.3	30.7	33.8	33.1
Help explicitly requested	36.3	47.8	45.0	43.1
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 317, 433, 80, and 830, respectively.)

For only about half of individuals needing help could an imperative for help be detected

-- and most of those focused upon frustrating histories of medical problems, unemployment, and poverty.

Table 3-15. Imperative for Help Presented on Behalf of the 830 Individuals Needing Help

Imperative for Help	Source of Letter: Twin Cities Metro Area	Source of Letter: Outstate Minnesota	Source of Letter: Special Group	Total
None	.6	--	--	.2
Indeterminate	51.4	52.7	55.0	52.4
Deserving because of good character	12.6	10.6	7.5	11.1
Deserving because of frustrating history	26.5	29.3	22.5	27.6
Otherwise deserving	1.6	1.1	--	1.2
Obligatory (society is obliged to help)	1.0	3.5	7.5	2.9
Multiple/Other	6.3	2.8	7.5	4.6
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 317, 433, 80, and 830, respectively.)

Nearly 90% of the people needing help had a disability or other vocational handicap.

Table 3-16. The 830 Individuals Identified as Needing Help According to Whether or Not a Disability or Other Vocational Handicap Was the Problem of Concern

Disability or Other Vocational Handicap?	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No mention of a disability	34 (10.7)	41 (9.5)	14 (17.5)	89 (10.7)
Disability specifically mentioned	276 (87.1)	387 (89.4)	62 (77.5)	725 (87.4)
Disability inferred	7 (2.2)	5 (1.1)	4 (5.0)	16 (1.9)
Total	317 (100.0)	433 (100.0)	80 (100.0)	830 (100.0)

In two-thirds of the cases in which a disability was cited, a request for help was made

-- and in some cases, the type of help sought was specified.

Table 3-17. Requests for Help Accompanying the 741 Cases With a Disability or other Vocational Handicap

	Source of Letter			
Help Requested?	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No indication as to need for help	38.2	31.4	27.3	33.6
Help implicitly requested	24.7	26.3	34.8	26.4
Help explicitly requested	27.2	32.9	30.3	30.5
Help of a specific nature requested	9.9	9.4	7.6	9.5
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 283, 392, 66, and 741, respectively.)

Unemployment was mentioned as a major concern of one-third of the individuals who needed help.

(Note: It should not be inferred that two-thirds were employed. Undoubtedly, the vast majority of individuals needing help were unemployed.)

Table 3-18. The 830 Individuals Identified as Needing Help According to Whether or Not Unemployment Was the Problem of Concern

Unemployment a Problem?	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No mention of unemployment	203 (64.0)	279 (64.4)	68 (85.0)	550 (66.3)
Unemployment specifically mentioned	111 (35.0)	151 (34.9)	12 (15.0)	274 (33.0)
Unemployment inferred from letter	3 (1.0)	3 (.7)	--	6 (.7)
Total	317 (100.0)	433 (100.0)	80 (100.0)	830 (100.0)

An explicit request for help was made in nearly three-fifths of the cases citing an unemployment problem.

Table 3-19. Requests for Help Accompanying the 280 Cases With an Unemployment Problem

	Source of Letter			
Requests for Help	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No indication as to need for help	17.5	9.7	16.7	13.2
Help implicitly requested	36.0	23.4	41.6	29.3
Help explicitly requested	35.1	44.2	25.0	39.6
Help of a specific nature requested	11.4	22.7	16.7	17.9
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 114, 154, 12, and 280, respectively.)

Financial problems were mentioned as a major concern of over one-fourth of the individuals who needed help.

(Note: Again it should not be inferred that the remaining three-fourths had no financial problems.)

Table 3-20. The 830 Individuals Identified as Needing Help According to Whether Financial Problems Were a Matter of Concern

Financial Problems?	Source of Letter: Twin Cities Metro Area	Source of Letter: Outstate Minnesota	Source of Letter: Special Group	Total
No mention of finances	249 (78.5)	316 (73.0)	42 (52.5)	607 (73.1)
Financial problems discussed in letter	68 (21.5)	117 (27.0)	38 (47.5)	223 (26.9)
Total	317 (100.0)	433 (100.0)	80 (100.0)	830 (100.0)

In five cases out of nine in which financial problems were cited, the appeal for aid was quite explicit.

Table 3-21. Requests for Help Accompanying the 223 Cases With Financial Problems

	Source of Letter			
Help Requested?	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No indication as to need for help	13.2	4.3	7.9	7.6
Help implicitly requested	33.8	39.3	31.6	36.3
Help explicitly requested	41.2	46.1	42.1	44.0
Help of a specific nature requested	11.8	10.3	18.4	12.1
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 68, 117, 38, and 223, respectively.)

Among individuals needing help, one-eighth expressed considerable concern with the quality and costs of medical care.

(Note: Emotional problems, although presented in this table, are included in disabilities or related vocational handicaps in Table 3-16 as well.)

Table 3-22. Other Problems of Concern to the 830 Individuals Identified as Needing Help

	Source of Letter			
Problem Areas	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Advanced Age	.3	.5	---	.8
Medical Care or Costs	4.4	6.5	1.6	12.5
Legal Matters	.3	.5	.1	.9
Emotional Matters	4.5	3.7	.6	8.8

(All entries in this table are percentages based on a total of 830 persons needing help. Column percentages are not additive, since an individual may have more than one problem.)

QUESTIONNAIRE SURVEY

4.1 Research Method

As stated in Section 3.3, an analysis of letter content could not be expected to identify all of the individuals of concern to the writers of the HELP letters, since not all writers identified such individuals. Nor could it be expected to result in a complete description of those who were identified as needing help, since the information contained in the letters was often incomplete.

A questionnaire survey by mail was seen as an appropriate device for obtaining more complete information. The statistical problem of surveying all, or a sample, of those who had written letters to HELP was resolved by deciding to survey all. First, there was no way of predicting the proportion of those surveyed who could be expected to return questionnaires; and a small return rate for a sample of, say, one-third would be statistically unsatisfactory. Second, and even more important, definitive answers to the questions of (1) who wrote to HELP and why, (2) who needed help and why, and (3) who received help and who didn't were needed.

The Questionnaires

Three types of questionnaires were prepared and mailed to those who had written to HELP. Type A was mailed to individuals who sought help for themselves and also for others; type B was mailed to those who sought help only for themselves; and type C was mailed to those who sought help, not for themselves, but for others. Type A was also mailed to individuals who provided no clue as to whether they were seeking help for themselves or for others.

The rationale for using different types of questionnaires was one of convenience for the writers who were being surveyed. It would have been possible to prepare a single questionnaire that applied equally well to all writers, but it seemed quite likely that this would have resulted in some confusion. All questionnaires sought the same information:

> Who needed help and what types of help were needed?
>
> Were multiple letters sent to HELP?
>
> Was a reply received?
>
> Did the reply contain information relevant to need?
>
> Did an agency contact result? If so, what agencies and what services were provided?
>
> Has there been any change in impressions concerning Minnesota agencies?
>
> Age, sex, and Social Security number of the letter writer and age and sex of individuals other than writers who needed help.

Target Population

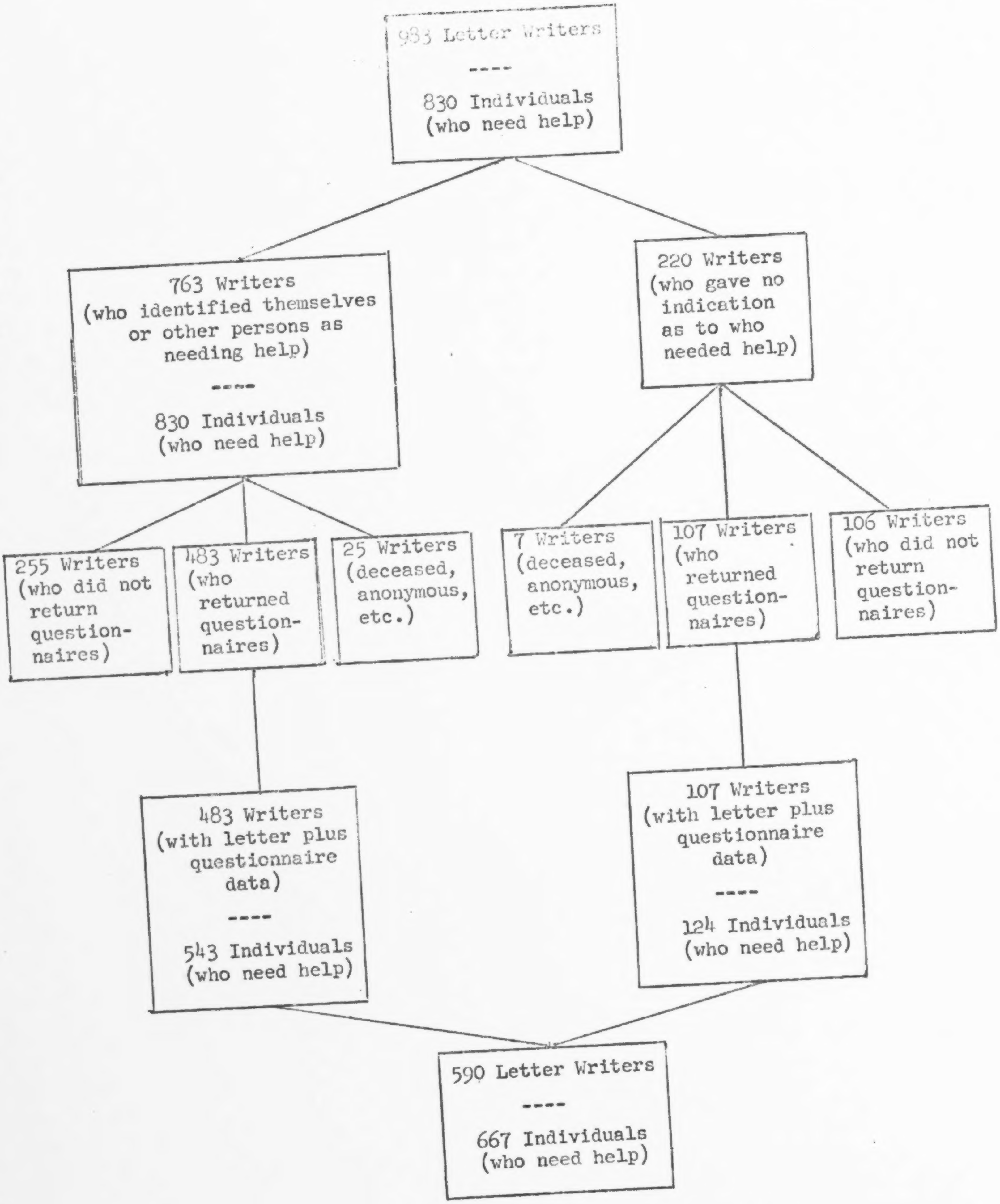
Although 983 individuals had written letters to HELP, the population defined to be the target of the questionnaire survey consisted of 951 letter writers. Deleted were those who were deceased, and those with incomplete names and addresses, and those who had indicated that they had actually not written letters to HELP.

Questionnaire Returns

Figure 1 displays in graphic form the results of the questionnaire survey. There were 590 responses to the survey -- a return rate of 62%. The 590 who returned questionnaires identified 667 individuals who needed help. Of these 667, there were 124 new individuals (who had not previously been identified as needing help) that resulted from questionnaires mailed to the 220 writers who, in their letters, provided no clues as to the subjects of concern.

Questionnaires mailed to the 763 writers who had previously identified themselves or other persons as needing help resulted in the identification, via the questionnaire survey, of the remaining 543 individuals who needed help. All but a very few of these 543 individuals had previously been identified through the original letters.

Figure 1


983 Letter Writers
----
830 Individuals
(who need help)
763 Writers
(who identified themselves
or other persons as
needing help)
----
830 Individuals
(who need help)
220 Writers
(who gave no
indication
as to who
needed help)
255 Writers
(who did not
return
question-
naires)
483 Writers
(who
returned
question-
naires)
25 Writers
(deceased,
anonymous,
etc.)
7 Writers
(deceased,
anonymous,
etc.)
107 Writers
(who
returned
question-
naires)
106 Writers
(who did not
return
question-
naires)
483 Writers
(with letter plus
questionnaire
data)
----
543 Individuals
(who need help)
107 Writers
(with letter plus
questionnaire
data)
----
124 Individuals
(who need help)
590 Letter Writers
----
667 Individuals
(who need help)

Coded Data

A Questionnaire Name/Address Card was prepared for each of the 590 individuals returning a questionnaire whether or not he had identified himself as being in need of help. A Questionnaire Data Card was prepared for those 426 (of the 590 questionnaire respondents) who identified themselves as being in need of help.

In addition, Questionnaire Name/Address Cards and Questionnaire Data Cards were prepared for each referent -- each of the 241 individuals other than the original letter writer who were identified through the questionnaires as being in need of help.

Analysis

Sections 4.2 through 4.5 present the results of the analysis of the questionnaire returns.

4.2 The People Who Wrote to HELP - A Closer Look

Not all of those who wrote to HELP could be expected to have responded to a questionnaire survey. Those who were deceased were eliminated from the study. There were six who had written anonymously (or had failed to include a return address in their letters). These also were deleted from the study. Also deleted were two out-of-state writers whose letters had been misdirected to Minnesota and three special-problem writers such as those who stated they had never written to HELP.

This left 951 of the original 983 letter writers who could be considered potential questionnaire respondents. There were 590 who returned their questionnaires and 351 who did not. The overall response rate to the questionnaire survey was 62%, a much higher rate than is usually expected in a mail questionnaire survey.

This section of the report concerns those who wrote to HELP and could be considered potential questionnaire respondents -- 951 writers. Tables 4-01 through 4-06 apply to this group.

Geographic Return Rates

Table 4-01 presents, separately for the regions served by the DVR Field Offices, the number of potential questionnaire respondents. Table 4-02 presents, for these same regions, the number of actual returns and the percentage return rates.

The questionnaire return rate for the Metropolitan Area was significantly below that of the Outstate Area. Only 57.4% of the questionnaires mailed to Metropolitan writers were returned, as opposed to 67.5% that were mailed to Outstate writers.

It was this finding, in part at least, that prompted the mode of tabular presentations adapted in this report. Comparisons between Metropolitan and Outstate writers (or persons needing help), while of intrinsic interest in the section on content analysis because of the geographic differences that were evident, take on an added meaning in an analysis of the results of the questionnaire survey. Since the return rate was lower in the Metropolitan Area than in the Outstate Area, each questionnaire returned by Metropolitan writers represents a higher proportion of writers than does a questionnaire returned by an Outstate writer.

Return Rates by Focus of Letter

Table 4-03 concerns those who returned questionnaires and Table 4-04 concerns those who did not. In the Metropolitan Area, the return rates ranged from 54% to 61% for those who wrote for information only, for help for others, or for help for themselves. These return rates spanned a relatively narrow range.

In Outstate Minnesota, however, those who wrote only for information exhibited a very low return rate -- 44%. Among those who wrote for help for themselves and/or for others, the return rate leaped to 73%.

(The two tables, however, do not present the actual return rates. These can be calculated quite simply. Consider, for example, the 39 individuals from Outstate Minnesota who requested information only and returned questionnaires. This number appears in Table 4-03. Consider also the 50 writers from Outstate Minnesota who requested information only and who did not return questionnaires. This number appears in Table 4-04. The questionnaire return rate is the number returned, 39, divided by the total returned and not returned, 89, and is 39/89 or 44%.)

Return Rates by Sex

Tables 4-05 and 4-06 present the sex distributions of the 590 writers who returned questionnaires and the 361 who did not, respectively. The proportion of women from the Metropolitan Area who returned questionnaires was approximately the same as that of women from the Outstate Area -- nearly two-thirds. Among men, however, the differences in return rates was quite striking. The return rate reached 70% for men in the Outstate Area and only 53% for men in the Metropolitan Area.

Discussion

One could speculate that men from Outstate Minnesota "said it all" in their letters. Those who wrote only for information tended to have little interest in the HELP Campaign (or questionnaire relating to it) once having received that information. Men from the Twin Cities Metropolitan Area, on the other hand, tended to include in their letters only what the Campaign announcements asked for -- name, address, and name of disability -- without specifying who, if anyone, needed help.

An examination of the questionnaire returns indicates that this may actually be the case. A stringent test of this assertion, however, cannot be made since data is not available from those who did not respond to the questionnaires.

There is no escaping the fact that very real differences exist in the questionnaire returns rates of Metropolitan and Outstate writers and that different factors may be at work here. Nevertheless, the return rates are generally quite high; and an overall return rate of 62% is a quite respectable figure for a mail questionnaire survey.

An extrapolation of the results of the questionnaire survey to the entire group of letter writers can be expected to contain some error, but not to the extent that the extrapolations to the target population could not be considered reasonable approximations.

Yet, in spite of error that tends to creep in when one attempts to equate those who respond to a questionnaire to those who do not, the questionnaires can be expected to provide a much more valid and complete picture of those who need help than was provided by the letters themselves.

Not all original letter writers could be considered potential questionnaire respondents.

Those that were deceased, out-of-state, or claimed never to have written to HELP were deleted from the group.

Table 4-01. Questionnaire Return Potential by Minnesota District

Source of Letter	Number of Original Letters	Number in Deleted Group*	Number of Potential Returns
Metropolitan Area	420	9	411
(612 -- Minneapolis)	(303)	(6)	(297)
(602 -- St. Paul)	(117)	(3)	(114)
Outstate Area	490	13	477
(722 -- St. Cloud)	(96)	(2)	(94)
(723 -- Fergus Falls)	(18)	(-)	(18)
(761 -- Willmar)	(17)	(-)	(17)
(832 -- Bemidji)	(5)	(-)	(5)
(833 --- Crookston)	(46)	(2)	(44)
(842 -- Duluth)	(61)	(-)	(61)
(843 -- Virginia)	(46)	(2)	(44)
(952 -- Mankato)	(87)	(3)	(84)
(953 -- Worthington)	(42)	(1)	(41)
(954 -- Marshall)	(28)	(1)	(27)
(972 -- Rochester)	(44)	(2)	(42)
Special Groups	73	10	63
(Out-of-State)	(5)	(2)	(3)
(Incomplete -- Name/Address)	(7)	(6)	(1)
(Blind/Welfare)	(61)	(2)	(59)
Total	983	32	951

*The deleted group consists of 21 deceased, 2 out-of-state, 6 anonymous, and 3 special-problem writers (including 2 who claimed never having written to HELP).

The People Who Wrote to HELP
-- a Closer Look . . .

An overall response rate of 62.2% was obtained in the questionnaires mailed to those who wrote to HELP.

A significantly higher return rate was observed among Outstate writers than among Metropolitan writers.

Table 4-02. Percentage of Questionnaire Returns by Minnesota District

Source of Letter	Number of Potential Returns	Number of Actual Returns	Percentage of Questionnaire Returns
Metropolitan Area	411	236	57.4
(612 -- Minneapolis)	(297)	(174)	(58.6)
(602 -- St. Paul)	(114)	(62)	(54.4)
Outstate Area	477	322	67.5
(722 -- St. Cloud)	(94)	(61)	(64.9)
(723 -- Fergus Falls)	(18)	(14)	(77.8)
(761 -- Willmar)	(17)	(13)	(76.5)
(832 -- Bemidji)	(5)	(2)	(40.0)
(833 -- Crookston)	(44)	(32)	(72.7)
(842 -- Duluth)	(61)	(44)	(72.1)
(843 -- Virginia)	(44)	(26)	(59.1)
(952 -- Mankato)	(84)	(61)	(72.6)
(953 -- Worthington	(41)	(25)	(61.0)
(954 -- Marshall)	(27)	(16)	(59.3)
(972 -- Rochester)	(42)	(28)	(66.7)
Special Groups	63	32	50.8
(Out-of-State)	(3)	(3)	(100.0)
(Incomplete -- Name/Address)	(1)	(1)	(100.0)
(Blind/Welfare)	(59)	(28)	(47.5)
Total	951	590	62.0

The People Who Wrote to HELP,
and Returned the Questionnaire . . .

This table suggests the likelihood of
returning the mailed questionnaire may
depend a great deal on just whom the
letter writer was writing about.

(See the following table - Table 4-04.)

Table 4-03. The 590 Writers Who Returned Questionnaires: Type of Letter According to Whether the Writer or Another Individual Was Identified as Needing Help

Individuals Identified as Needing Help	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Groups	Total
None (Information Only)	67 (28.2)	39 (12.1)	1 (3.1)	107 (18.1)
Individuals Other Than the Writer	59 (25.0)	80 (24.8)	16 (50.0)	155 (26.3)
Writer of Letter Only	101 (43.0)	186 (57.8)	13 (40.6)	300 (50.9)
Writer Plus Other Individuals	9 (3.8)	17 (5.3)	2 (6.3)	28 (4.7)
Total	236 (100.0)	322 (100.0)	32 (100.0)	590 (100.0)

The People Who Wrote to HELP,
but Did Not Return the Questionnaire . . .

From this table, together with the preceding table, the following percentage return rates can be calculated:

In Metropolitan Minnesota --

55% of those who wrote just for information
54% of those who wrote for help for others
61% of those who wrote for help for themselves

In Outstate Minnesota --

44% of those who wrote just for information
73% of those who wrote for help for others
73% of those who wrote for help for themselves

Table 4-04. The 361 Writers Who Did Not Return Questionnaires: Type of Letter According to Whether the Writer or Another Individual Was Identified as Needing Help

Individuals Identified as Needing Help	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Groups	Total
None (information only)	56 (32.0)	50 (32.3)	---	106 (29.4)
Individuals other than the writer	50 (28.6)	29 (18.7)	8 (25.8)	87 (24.1)
Writer of letter only	64 (36.6)	68 (43.9)	22 (71.0)	154 (42.6)
Writer plus other individuals	5 (2.8)	8 (5.1)	1 (3.2)	14 (3.9)
Total	175 (100.0)	155 (100.0)	31 (100.0)	361 (100.0)

The People Who Wrote to HELP
-- and Returned the Questionnaire . . .

The questionnaire return rate for women was approximately the same as that for men in the non-Metropolitan Area.

However, in the Metropolitan Area, the return rate for men was significantly below that of women.

Table 4-05. Sex of the 590 Writers Who Returned Questionnaires

Sex	Source of Letter: Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Not Specified	18 (7.6)	8 (2.5)	1 (3.1)	27 (4.6)
Male	87 (36.9)	162 (50.3)	7 (21.9)	256 (43.4)
Female	131 (55.5)	152 (47.2)	24 (75.0)	307 (52.0)
Total	236 (100.0)	322 (100.0)	32 (100.0)	590 (100.0)

The People Who Wrote to HELP but Did Not Return the Questionnaire . . .

From this table, together with the preceding one, the following calculations can be made:

-- 70% of the Outstate men returned questionnaires.
-- 66% of the Outstate women returned questionnaires.

-- 53% of the Metropolitan men returned questionnaires.
-- 64% of the Metropolitan women returned questionnaires.

Table 4-06. Sex of the 361 Writers Who Did Not Return Questionnaires

	Source of Letter			
Sex	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Not Specified	24 (13.7)	9 (5.8)	4 (12.9)	37 (10.3)
Male	78 (44.6)	69 (44.5)	13 (41.9)	160 (44.3)
Female	73 (41.7)	77 (49.7)	14 (45.2)	164 (45.4)
Total	175 (100.0)	155 (100.0)	31 (100.0)	361 (100.0)

4.3 The People Who Needed Help -- A Closer Look

Some concern was expressed in the previous section concerning bias or error that may result in a questionnaire survey having a 62% response rate. Inferential errors, however, are to be expected in any survey that does not achieve a 100% response. Yet, when one considers what a 62% response rate means in a survey that contacts 100% (rather than a sample) of the target population, the problem tends to solve itself.

With a 62% return rate, one knows what one wants to know about 62% of the target population; the remaining 38% are the "unknown." In projecting to the target population, one uses the known 62% to ascribe approximate characteristics to the unknown 38%. The reader has but to ask himself: Would the two groups differ so much as to render this procedure invalid?

The previous section identified some biases; but these can be accounted for, in part at least, by considering separately the Metropolitan and Outstate Areas. Also, as pointed out previously, the target population of the survey consisted of all who had written to HELP -- including the 220 who failed to identify themselves or others as persons in need of help. Thus, in spite of a less than 100% return rate, the questionnaire survey can be expected to provide a much more precise (and complete) description of that set of individuals of concern to the people who wrote to HELP.

Tables 4-07 through 4-22 apply to the individuals identified in the questionnaire as being in need of help. Since these tables utilize combined questionnaire and letter data, they can be considered as tables that update the corresponding tables (Tables 3-07 through 3-22) presented in Section 3.3.

Sex

Table 4-07 presents a distribution by sex of the 667 individuals identified from the returned questionnaires as in need of help. Again, as in Table 3-07, three-fifths of those who needed help were men.

Respondents or Referents?

Table 4-08 presents a breakdown of the 667 individuals who needed help according to whether or not they had written letters to HELP. The questionnaire survey revealed 64% had written letters. This represents a slight increase from the 61% so identified in the analysis of letter content (Table 3-08, Section 3.3).

Referents

Table 4-09, based on the combined letter and questionnaire data, is very similar to the table (Table 3-09, Section 3.3) based on the letters alone.

The relationships of the referents to the individuals who had written letters on their behalf was more firmly established through the questionnaire survey than it was through the content analysis of the letters. Many of those who had written, and whose relationships to the individuals for whom they were making appeals could not be established from the original letters, turned out to be parents or other close relatives. Again, where the appeal was made on behalf of a spouse, it was usually the wife who wrote the letter.

Generally, familial concern was the reason most letters, 80%, had been written on behalf of individuals other than the letter writers themselves (Table 4-10).

Respondents

Table 4-11 confirms the findings of Table 3-11 (Section 3.3) in that many individuals from the Metropolitan Area who had written for help for themselves had included little more than their names and addresses in their original letters to HELP. Also confirmed is the finding that Outstate writers generally wrote longer letters and presented more detail than did writers from the Metropolitan Area.

Age

Approximately 40% of those needing help fell in the 16-50 age group (Table 4-12). An almost equal percentage fell in the 51-64 age group.

This table provides some indication that the population intended to be the target of the HELP Campaign very likely included substantial numbers of individuals who would not ordinarily be considered suitable candidates for vocational rehabilitation under existing programs. At least one out of every eight individuals who needed help was a child under 16 or an adult over 65.

Basis for Concern

When the letters and questionnaires were considered together, it became apparent that the emotional vein in which the problems of the 667 individuals needing help were presented shifted between the time of the writing of the letter to HELP and the time of the questionnaire survey. There were some who were grateful for the help received during the interim; but the general tone was more usually one of deep concern and anxiety.

Although a few of the original letters could be described as reflecting hostility, many of those who returned questionnaires expressed hostility towards governmental agencies or towards society in general -- often because of help that was expected but never received.

Where help was explicitly requested in the HELP letters on behalf of 43% of the individuals needing help (Table 3-14, Section 3.3), this proportion increased to 75% as a result of the questionnaire survey (Table 4-14).

64

The proportion of those deserving of help because of frustrating histories (Table 4-15) remained about the same as before (Table 3-15, Section 3.3). There was, however, a gain in the proportion demanding that "society do something to help."

Disability

Table 4-16 indicates that five-sixths of the individuals who needed help were disabled or possessed a related vocational handicap. This represents a slight drop from the proportion who had previously been identified from the original HELP letters as needing help (Table 3-16, Section 3.3).

Some of the disabled could have been presumed to have died between the time of the writing of the HELP letter and the time of the questionnaire survey. However, the questionnaire survey identified additional individuals as needing help who were not so identified in the content analysis phase. (Recall that there were 220 letters that did not specify who needed help or for what reason.) The problems of concern to such individuals may well have included problems other than disabilities.

There was a decided increase in the percentage of individuals for whom an explicit request for help was made (Table 4-17). This percentage increased from 40% (Table 3-17, Section 3.3) to 58% as a result of the questionnaire survey.

Unemployment

Unemployment was mentioned as a major concern of 54% of the individuals who needed help (Table 4-18). The corresponding figure obtained in the content analysis phase (Table 3-18, Section 3.3) was 33%.

In five-sixths of the cases in which unemployment was cited as a problem, an explicit appeal for help was made (Table 4-19).

Financial Problems

The proportion of individuals who needed help with financial problems increased from two-sevenths (Table 3-20, Section 3.3) to three-sevenths as a result of the questionnaire survey (Table 4-20).

An explicit appeal for help accompanied 80% of the cases in which financial problems were cited as a major concern (Table 4-21). This represents an increase from the 56% so identified as a result of the analysis of letter content (Table 3-21, Section 3.3).

Other Problems

Legal matters were rarely discussed in the original HELP letters. However, the questionnaire survey revealed that approximately one-eighth of those who needed help were concerned with legal problems (Table 4-22). The problems mentioned here often concerned Workmen's Compensation, Social Security, and related insurance programs.

The original letters had identified problems in medical care as a major concern to one-eighth of the individuals who needed help (Table 3-22, Section 3.3). This proportion increased to one-third as a result of the questionnaire survey. Frequently cited were questions as to availability and quality of medical care; but most often the cost of medical care was the problem of concern.

Discussion

There were striking similarities between the original HELP letters and the questionnaires in terms of the identification of who needed help. There were also some major differences.

The differences that were noted generally resulted from the increased specificity and detail accompanying the questionnaire returns. Yet, if one would consider the questionnaire survey as a standard for comparison, the original letters portrayed a surprisingly good picture of the problems of the individuals who were identified as needing help. One could conclude that the set of original letters written to HELP identified individuals with varying levels of needs, that a high level of need existed, and that the needs were reasonably well-documented. The questionnaire survey merely confirmed these findings, but it further established the level of need to be actually higher than was expressed in the HELP letters.

The People Who Needed HELP -- a Closer Look . . .

The questionnaire returns confirmed earlier findings (see Table 3-07). Three-fifths of those needing help were men.

(A total of 667 individuals were identified from the 590 returned questionnaires as in need of help.)

Table 4-07. Sex of the 667 Individuals Presented as Needing Help

Sex	Source of Letter Twin Cities Metro Area	 Outstate Minnesota	 Special Group	Total
Male	57.3	61.9	50.0	59.4
Female	41.2	37.6	50.0	39.7
Not Specified	1.5	.5	---	.9
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 267, 362, 38, and 667 respectively.)

The People Who Needed HELP
-- A Closer Look . . .

Many writers who had previously included only name, address, and sometimes name of disability in their letters to HELP identified themselves as the subject of inquiry.

On the basis of letter data above, 61% of the writers needed help (see Table 3-08). On the basis of letter and questionnaire data combined, this proportion rose to 64%.

Table 4-08. The 667 Individuals Needing Help According to Whether or Not They Were Letter Writers

Individuals Identified as Needing Help	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Individuals Who Wrote Letters	170 (63.7)	239 (66.0)	17 (44.7)	426 (63.9)
Individuals Other Than the Writer	97 (36.3)	123 (34.0)	21 (55.3)	241 (36.1)
Total	267 (100.0)	362 (100.0)	38 (100.0)	667 (100.0)

This table, based on the combined letter and questionnaire data, is very similar to the one based on letters alone (see Table 3-09).

Where the appeal was made on behalf of a spouse, it was usually the wife who wrote the letter. Parents, siblings, children, friends, and neighbors were also frequent advocates of those who needed help.

Table 4-09. Relationship of Respondents to the 241 Referents

	Source of Letter			
Who Wrote the Letter?	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Not Specified	5.2	4.9	14.3	5.8
Wife	15.5	18.7	9.5	16.6
Husband	3.1	4.9	4.8	4.1
Parent	21.6	28.5	23.7	25.3
Child/Sibling	22.6	15.4	14.3	18.3
Other Relative	14.4	12.2	28.6	14.5
Friend/Neighbor	15.5	15.4	4.8	14.5
Agency	2.1	--	--	.9
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 97, 123, 21, and 241, respectively.)

In four cases in five, familial concern was the reason someone other than the one with the problem wrote to HELP.

Table 4-10. Reason Letter Was Written on Behalf of the 241 Referents

Reason Letter Was Written	Source of Letter			Total
	Twin Cities Metro Area	Outstate Minnesota	Special Group	
Indeterminable	9.3	3.3	14.3	6.6
Familial Concern	76.3	81.3	80.9	79.3
Friendship	13.4	13.8	4.8	12.9
Act of Charity	1.0	1.6	--	1.2
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 97, 123, 21, and 241, respectively.)

Nearly Half of the Metropolitan Area respondents who needed help for themselves had sent little more than their names and addresses in their original letters to HELP.

The questionnaire survey confirmed the findings of Table 3-11 in that Outstate respondents wrote longer letters and presented more detail than did their Metropolitan counterparts.

Table 4-11. Length of Letter Written by the 426 Individuals Who Needed Help for Themselves

Length of Letter	Source of Letter: Twin Cities Metro Area	Source of Letter: Outstate Minnesota	Source of Letter: Special Group	Total
Very short (one sentence)	48.8	26.4	23.5	35.2
Short (one paragraph)	27.7	30.5	35.3	29.6
Medium (one page)	15.3	29.7	29.4	23.9
Long (multiple pages)	8.2	13.4	11.8	11.3
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 170, 239, 17, and 426, respectively.)

About 40% of those needing help were in the 16-50 age group. An almost equal percentage fell in the 51-64 age group.

But the HELP Campaign also reached individuals who are not eligible for vocational rehabilitation services because of their age.

Table 4-12. Age Distribution of the 667 People Who Need Help

Age	Source of Letter			Total
	Twin Cities Metro Area	Outstate Minnesota	Special Group	
Not specified	2.6	.6	7.9	1.8
Child (under 16)	2.2	1.4	7.9	2.1
Adult (age not known)	10.5	6.6	--	7.8
16-30	12.0	17.4	15.8	15.1
31-50	29.6	23.2	13.2	25.2
51-64	36.0	38.9	34.2	37.5
65 or over	7.1	11.9	21.0	10.5
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 267, 362, 38, and 667, respectively.)

The questionnaire survey revealed some who were grateful for the help they had received since the letters appealing for help were written.

But the general tone was still one of deep concern and anxiety -- and of increased hostility.

Table 4-13. Emotional Vein in Which the 667 Problem Descriptions Were Presented

Tone of Letter and Questionnaire Considered Together	Source of Letter Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Indeterminate	33.3	34.8	26.3	33.7
Inquiring	6.7	6.6	7.9	6.7
Concerned	33.0	31.5	28.9	32.0
Anxious	8.6	11.9	13.2	10.6
Hostile	13.5	10.5	21.1	12.3
Grateful	4.9	4.7	2.6	4.7
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 267, 362, 38, and 667, respectively.)

The percentage of cases in which help was requested rose from 76% (see Table 3-14) to 90%.

-- and the percentages in which the appeal was quite explicit rose from 43% to 75%.

Table 4-14. The 667 Individuals Needing Help According to Whether Help or Only Information Was Requested

	Source of Letter			
Focus of Appeal	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Information Request	13.5	6.9	13.1	9.8
Help implicitly requested	24.3	8.6	5.3	14.7
Help explicitly requested	62.2	84.5	81.6	75.5
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 267, 362, 38, and 667, respectively.)

The proportion of cases in which an imperative for help could be detected rose slightly as a result of the questionnaire survey (see Table 3-15).

There was a gain in the proportion who demanded that "society do something to help."

Table 4-15. Imperative for Help Presented on Behalf of the 667 Individuals With Problems

	Source of Letter			
Imperative for Help	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
None	1.1	---	---	.4
Indeterminate	49.4	41.7	39.5	44.7
Deserving because of good character	7.1	7.5	---	6.9
Deserving because of frustrating history	27.0	26.8	21.0	26.5
Otherwise deserving	1.9	3.6	18.5	3.8
Obligatory (society is obliged to help)	6.4	8.5	21.0	8.4
Multiple/Other	7.1	11.9	---	9.3
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 267, 362, 38, and 667, respectively.)

The proportion of individuals for whom a disability or other vocational handicap was reported dropped as a result of the questionnaire survey from 89% (see Table 3-16) to 84%.

(Some, of course, were deceased. But for others the questionnaires provided an updated bata base more accurate than the letters alone.)

Table 4-16. The 667 Individuals Identified as Needing Help According to Whether or Not a Disability or Other Vocational Handicap Was the Problem of Concern

Disability or Other Vocational Handicap?	Source of Letter: Twin Cities Metro Area	Source of Letter: Outstate Minnesota	Source of Letter: Special Group	Total
No mention of a disability	56 (21.0)	50 (13.8)	4 (10.5)	110 (16.5)
Disability specifically mentioned	208 (77.9)	305 (84.3)	34 (89.5)	547 (82.0)
Disability inferred from letter	3 (1.1)	7 (1.9)	--- (--)	10 (1.5)
Total	267 (100.0)	362 (100.0)	38 (100.0)	667 (100.0)

The proportion of cases in which an explicit appeal for help for their disabilities was made increased from 40% to 58%.

Table 4-17. Requests for Help Accompanying the 557 Cases With a Disability or Other Vocational Handicap

	Source of Letter			
Help Requested?	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No indication as to need for help	30.3	39.4	55.9	37.0
Help implicitly requested	10.9	4.8	5.9	7.2
Help explicitly requested	31.8	30.8	11.8	30.0
Help of a specific nature requested	27.0	25.0	26.4	25.8
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 211, 312, 34, and 557, respectively.)

The People Who Needed HELP
-- a Closer Look . . .

Unemployment was mentioned as a major concern of 54% of the individuals who needed help. (The corresponding figure from Table 3-18 was 33%.)

(Note: Again, it should not be inferred that 46% were employed.)

Table 4-18. The 667 Individuals Identified as Needing Help According to Whether or Not Unemployment Was the Problem of Concern

Unemployment a Problem?	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No mention of unemployment	126 (47.2)	159 (43.9)	24 (63.2)	309 (46.3)
Unemployment specifically mentioned	141 (52.8)	203 (56.1)	14 (36.8)	358 (53.7)
Total	267 (100.0)	362 (100.0)	38 (100.0)	667 (100.0)

An explicit request for help was made in 84% of the cases citing an unemployment problem. The corresponding figure from the letter data (see Table 3-19) was 58%.

Table 4-19. Requests for Help Accompanying the 358 Cases With an Unemployment Problem

Requests for Help	Source of Letter: Twin Cities Metro Area	Source of Letter: Outstate Minnesota	Source of Letter: Special Group	Total
No indication as to need for help	15.6	13.3	---	13.7
Help implicitly requested	4.3	1.5	---	2.5
Help explicitly requested	48.9	40.4	78.6	45.3
Help of a specific nature requested	31.2	44.8	21.4	38.5
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 141, 203, 14, and 358, respectively.)

The proportion of individuals with identified financial problems increased from 27% (see Table 3-20) to 43%.

(Note: Again it should not be inferred that the remaining 57% had no financial problems.)

Table 4-20. The 667 Individuals Identified as Needing Help According to Whether Financial Problems Were a Matter of Concern

Financial Problems?	Source of Letter			Total
	Twin Cities Metro Area	Outstate Minnesota	Special Group	
No mention of finances	173 (64.8)	186 (61.4)	19 (50.0)	378 (56.7)
Financial problems discussed in letter	94 (35.2)	176 (48.6)	19 (50.0)	289 (43.3)
Total	267 (100.0)	362 (100.0)	38 (100.0)	667 (100.0)

The proportion of financially troubled individuals who made an explicit appeal for aid increased from 56% (see Table 3-21) to 80%.

Table 4-21. Requests for Help Accompanying the 289 Cases With Financial Problems

Help Requested	Source of Letter Twin Cities Metro Area	 Outstate Minnesota	 Special Group	Total
No indication as to need for help	14.9	15.9	26.3	16.2
Help implicitly requested	9.6	1.2	--	3.8
Help explicitly requested	51.0	46.0	26.3	46.4
Help of a specific nature requested	24.5	36.9	47.4	33.6
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 94, 176, 19, and 289, respectively.)

Among individuals needing help, the proportion expressing concern with the quality and costs of medical care increased from one-eighth (see Table 3-22) to one-third.

Also, the original letters revealed very few individuals (less than 1%) with legal problems. The questionnaires revealed over 12% with legal problems.

(Note: Emotional problems, although presented in this table, are included as disabilities or related vocational handicaps in Table 4-16 as well.)

Table 4-22. Other Problems of Concern to the 667 Individuals Identified as Needing Help

	Source of Letter			
Problem Areas	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Advanced Age	.4	.8	--	1.2
Medical Care or Costs	12.3	18.8	2.2	33.3
Legal Matters	5.1	6.2	.9	12.2
Emotional Problems	3.3	4.8	.1	8.2

(The entries in this table are percentages based on a total of 667 persons needing help. Column percentages are not additive, since an individual may have more than one problem.)

4.4 The People Who Needed HELP -- Their Reactions

The questionnaire survey resulted in the identification of 667 individuals who needed help. Of these, 426 were letter writers who had written for help for themselves and 241 were individuals other than the writers of the letters. The remaining 241 were individuals who had not written letters but who were identified by writers as individuals in need of help.

Tables 4-23 through 4-27 concern the 426 who had written for help for themselves and Table 4-28 concerns the 241 referents.

The HELP Letters

Most of the individuals who had written for help for themselves recalled whether or not they had received a reply (Table 4-23). Those who stated they had received replies outnumbered those who claimed they did not by a 3-to-1 margin.

It is known that all letters re-routed from Washington, D.C. resulted in replies. Quite probably, there were some individuals who did not associate their original letters to HELP with a reply received from the Minnesota Division of Vocational Rehabilitation. Also, some may have forgotten. However, another possibility exists; it may be that not all letters that were written to HELP were re-routed back to Minnesota.

Table 4-24 provides some evidence that this might be the case. One writer in 13 claimed to have written more than one letter -- some of them four or more. Yet, among the letters that were available for analysis (consisting of all but a very few re-routed back to Minnesota, there were actually very few multiple letters -- certainly far less than one in 15.

Of course, it cannot be determined exactly how long it took for letters to be routed through Washington and back to Minnesota and for Minnesota DVR to then respond to the letters. Some letters may have gotten lost on any leg of the journey, a journey that was often quite time consuming.

About one-half of the 426 individuals who had written for help for themselves reported the length of time it took to receive a reply. Most who replied to this item on their questionnaires reported waiting at least one month; and many reported having waited three months or more (Table 4-25).

Writer Satisfaction

Those who had written for help for themselves reported varying degrees of satisfaction with the information received in response to their letters (Table 4-26). A relatively small proportion, less than one-fourth of the total, claim to have received information of the type wanted -- information relative to their needs.

An attempt was made to measure shifts in attitude that may have taken place on the part of those who had written for help for themselves towards Minnesota agencies from the time the original letter was written to the time of the questionnaire survey. About 76% responded to this item on the questionnaire (Table 4-27). Those with a less favorable impression than before outnumbered those with a more favorable impression by a 3-to-2 margin.

The Referents

Individuals who had written to HELP on behalf of others were asked if the referents mentioned in the letters were aware that a letter had been written (Table 4-28). The questionnaire returns indicate about one-half the referents were aware of the letters and one-half were not.

Discussion

In reviewing the results presented in this section, one can conclude that the HELP Campaign provided something less than a boost to the reputation of agencies supplying services to the people of the state of Minnesota. It would appear that, although the HELP Campaign may have been of help to many people, it alienated as many people as it helped.

The questionnaire survey revealed that there may have been something to be desired in the handling of the HELP letters. The sometimes excessive delays that resulted from having the letters collected at one central point and re-routed back to the individual states apparently did little to enhance the HELP Campaign as a bona fide attempt to help people.

There were also definite indications that the HELP Campaign's actual target population may not have been the intended target population. Except for those letters that clearly indicated referral to welfare agencies or agencies serving the blind, all letters re-routed back to Minnesota were answered in terms of a focus upon vocational rehabilitation. For many, information concerning the availability of vocational rehabilitation may not have been information relevant to need. The HELP Campaign's promotional material did not make it clear that the intended target population should include individuals for whom vocational rehabilitation was a feasible undertaking.

The Minnesota Division of Vocational Rehabilitation effectively operated an information and referral service in its handling of many of the HELP letters. As will become clear in the next section, individuals who needed help of a type other than vocational rehabilitation were often referred to other agencies for help.

(Note: In the following tables, the "No Data" entries concern questionnaire respondents who failed to reply to certain items.)

Most letter writers who wrote about their own problems recalled whether or not they had received replies to their inquiries.

About one-fourth (of those who did recall), claimed not to have received a reply.

Table 4-23. The 426 Writers Who Needed Help for Themselves: Their Recollection as to Whether They Received Replies to Their Letters

Did Writer Receive a Reply?	Source of Letter: Twin Cities Metro Area	Source of Letter: Outstate Minnesota	Source of Letter: Special Group	Total
No data	19.4	12.9	5.9	15.2
No	27.7	17.2	41.2	22.3
Yes	52.9	69.9	52.9	62.5
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 170, 239, 17, and 426, respectively.)

Typically, only one letter was written.

However, about one in thirteen claimed to have written more than one letter -- sometimes four or more.

Table 4-24. The 426 Writers Who Needed Help for Themselves: The Number of Letters They Claimed to Have Written to HELP

Number of Letters	Source of Letter Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No data	9.4	5.0	23.5	7.5
One	83.5	87.0	70.6	85.0
Two	4.7	3.8	5.9	4.2
Three	0.6	3.0	---	1.9
Four or More	1.8	1.2	---	1.4
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 170, 239, 17, and 426, respectively.)

Most of those who reported the time it took to receive replies to their letters recalled waiting at least a month -- often three months or more.

Table 4-25. The 426 Individuals Who Needed Help for Themselves: Their Estimates of How Long They Waited for Replies to Their Letters

Time Required to Answer Letter	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No data	57.1	42.3	52.9	48.6
Less than one month	17.1	20.1	5.9	18.3
One to three months	17.6	26.8	29.4	23.2
Three months or more	8.2	10.8	11.8	9.9
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 170, 239, 17, and 426, respectively.)

Less than one-fourth of those who had written for help for themselves claimed to have received the information relevant to their needs.

Table 4-26. The 426 Writers Who Needed Help for Themselves: Their Satisfaction With the Information Received

Did Writer Receive the Information He Wanted?	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No data	22.9	17.6	17.6	19.7
No	36.5	38.5	47.2	38.0
Yes, partially	15.3	22.6	17.6	19.5
Yes, essentially all	4.1	8.3	---	6.4
Yes	21.2	13.0	17.6	16.4
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 170, 239, 17, and 426, respectively.)

Individuals who had written for help for themselves were asked at the time of the questionnaire survey if their impressions of agencies set up to help the people of Minnesota was more favorable or less favorable than at the time they wrote their original letters for help.

Those with a less favorable impression outnumbered those with a more favorable impression by a 3-to-2 margin.

Table 4-27. Change in Attitudes of the 426 Letter Writers Towards Minnesota Agencies at the Time of the Questionnaire Survey

Opinion at Time of Survey	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No Data	26.5	20.5	41.2	23.7
Less Favorable	25.9	26.8	11.8	25.8
No Change	31.1	35.1	41.2	33.8
More Favorable	16.5	17.6	5.8	16.7
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 170, 239, 17, and 426, respectively.)

The People Who Needed HELP -- but Had Not Written Letters . . .

Many of those who needed help were unaware of the appeal made on their behalf.

Table 4-28. The 241 Individuals Who Needed Help but Had Not Written HELP Letters: Did They Know About the Letter?

	Source of Letter			
Did Referent Know About HELP Letter?	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No Data	24.7	26.0	14.3	24.4
No	45.4	31.7	38.1	37.8
Yes	29.9	42.3	47.6	37.8
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 97, 123, 21, and 241, respectively.)

4.5 The People Who Contacted an Agency

Of the 667 individuals identified in the questionnaire survey as being in need of help, 193 had contacted an agency for help (Table 4-29). This section of the report concerns the 193 who made agency contacts and refers to Tables 4-29 through 4-39.

Contact With Agencies

Slightly more than one-half (53%) of the agency contacts that resulted from the HELP Campaign were contacts with Minnesota DVR (Table 4-30). The remaining 47% made contact with other agencies -- Welfare, Manpower, Social Security, etc.

Men outnumbered women by approximately a 3-to-2 margin among those who contacted agencies other than DVR (Table 4-31). This is approximately the same ratio of men to women that was found for the entire group of 667 who needed help. Men made proportionately more contacts with DVR, however, than did women.

Approximately 40% of those who contacted DVR fell in the 51-or-over age bracket (Table 4-32). Those over 65 generally sought help from agencies other than DVR.

In those cases where contact was made with DVR, it was generally the vocational rehabilitation counselor who initiated the contact rather than the individual who needed help (Table 4-33). This was true also of other agencies with whom contact was made, but to a lesser extent than in the case of DVR -- in that agency personnel, rather than individuals needing help, initiated contacts.

In most cases where the date of the contact could be specified, all but a few contacts were made during 1969 or 1970, suggesting that they may have been a direct or indirect result of the HELP Campaign (Table 4-34).

Results of Contact

In the questionnaire survey, individuals who had contacted an agency were asked if they had received services and their questionnaire returns were examined for indications that a further appeal for help was being made at the time of the questionnaire survey. It was beyond the scope of the questionnaire survey to validate the information being reported. Nevertheless, the responses of the individuals who had made agency contact indicate their perceptions of the contact and, whether real or imagined, reflect the impressions the agencies had made upon them. Approximately 60% of the individuals who had made contact with an agency claimed they had not, or had not yet, received help as a result of the contact. This was true for DVR and for agencies other than DVR as well. Actually only about 30% in each group felt that they had received services as a result of the contact.

Table 4-36 presents the 193 individuals who contacted an agency according to whether or not their questionnaire returns indicated a further appeal for help. Approximately 30% were

95

found to be making such an appeal. Among the approximately 70% who made no such appeal, some appeared from their comments to be actually despairing of receiving help from any agency -- DVR or agencies other than DVR.

Respondents or Referents?

Of the 193 individuals who had contacted an agency, 148 were individuals who had written letters to HELP. The remaining 45 were referents for whom an appeal for help had been made by someone else.

There was a definite tendency, more striking in the case of DVR than in the case of agencies other than DVR, for agency contacts to be made where an individual had written for help for himself (Table 4-37). Approximately five-sixths of those who had contacted DVR had written letters to HELP.

Table 4-38 can be compared with Table 4-26 of Section 4.4. The latter table concerns all individuals who returned questionnaires and who had written for help for themselves, while the former concerns only those writers who had contacted an agency. It appears that letter writers who subsequently contacted an agency for help were considerably more satisfied with the information received in response to their original letters than were those who did not.

The 148 original letter writers who had contacted an agency were asked in the questionnaire survey if their impressions of Minnesota agencies were more favorable or less favorable than at the time they wrote to HELP. Those with a less favorable impression and those with a more favorable impression were about equally divided (Table 4-39).

Discussion

Only about one-third of the 667 individuals identified in the questionnaire survey as being in need of help had made, or were planning to make, contact with an agency. This, in itself, is not necessarily a disturbing outcome of the HELP Campaign. Included among them are many who did receive services and were helped as a result of the campaign. Also included among them are many individuals who appeared to be disappointed, sometimes bitterly, with the chain of events that followed their appeals for help.

In addition, the approximately two-thirds who needed help but reported no contact with any agency provide some cause for concern. Undoubtedly, some of them had contacted agencies but had failed to indicate this in their returned questionnaires; but by no stretch of the imagination could this be true for all of them. The question remains: To what extent does this reflect the still unmet needs of individuals who had written to HELP for themselves or of individuals for whom help was requested by someone else? The next part of this report, covering the personal interview phase, sheds some light on this question.

The People Who Needed Help
-- Did an Agency Contact Result?

A large majority of those who needed help claimed to have experienced no agency contact as a result of their letter.

Table 4-29. Agency Contact Resulting From Letters to HELP

Has Agency Contact Resulted from HELP Appeal?	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No (or no data)	199 (74.5)	228 (63.0)	26 (68.4)	453 (67.9)
Not yet, but contact is planned	10 (3.8)	10 (2.8)	1 (2.7)	21 (3.2)
Yes, an agency was contacted	58 (21.7)	124 (34.2)	11 (28.9)	193 (28.9)
Total	267 (100.0)	362 (100.0)	38 (100.0)	667 (100.0)

The People Who Needed HELP
-- and Contacted an Agency . . .

More than half the agency contacts that resulted from the HELP Campaign were contacts with Minnesota DVR.

The remainder -- contacts with other rehabilitation agencies, welfare departments, employment services, etc. -- were the result of information and referral services furnished by DVR personnel.

Table 4-30. Agencies Contacted by the 193 Individuals Who Needed Help and Had Contacted an Agency as a Direct Result of the HELP Campaign

Agency Contacted as a Result of the HELP Campaign	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Vocational Rehabilitation	58.6	54.0	9.1	52.8
Other Rehabilitation	13.8	8.1	9.1	9.9
Social Security	6.9	5.6	---	5.7
Welfare	5.2	10.5	18.2	9.3
Manpower	3.4	6.5	---	5.2
Service for Blind	---	.8	54.5	3.6
Other/Unspecified	12.1	14.5	9.1	13.5
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 58, 124, 11, and 193, respectively.)

The People Who Needed HELP -- and Contacted an Agency . . .

More than half the agency contacts that resulted from the HELP Campaign were contacts with Minnesota DVR.

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Agency Contacted as a Result of the HELP Campaign	Source of Letter			Total
	Twin Cities Metro Area	Outstate Minnesota	Special Group	
Vocational Rehabilitation	58.6	54.0	9.1	52.8
Other Rehabilitation	13.8	8.1	9.1	9.9
Social Security	6.9	5.6	---	5.7
Welfare	5.2	10.5	18.2	9.3
Manpower	3.4	6.5	---	5.2
Service for Blind	---	.8	54.5	3.6
Other/Unspecified	12.1	14.5	9.1	13.5
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 58, 124, 11, and 193, respectively.)

DVR was the resource favored by men.

Table 4-31. Sex of the 193 Individuals Who Had Contacted an Agency for Help

Sex	Agency Contacted		Total
	DVR	Other	
Not specified	---	---	---
Male	70.6	60.4	65.8
Female	29.4	39.6	34.2
Total	100.0	100.0	100.0

(Percentages based on column totals of 102, 91, and 193, respectively.)

About 40% of those who had contacted DVR for aid were over 50 years of age; and a few of those were over 65.

Table 4-32. Age Distribution of the 193 Individuals Who Had Contacted an Agency for Help

Age	Agency Contacted		Total
	DVR	Other	
No data	1.0	4.4	2.6
Child (under 16)	1.0	--	.5
16-30	20.6	17.6	19.2
31-50	37.3	22.0	30.1
51-64	38.2	43.9	40.9
65 or older	1.9	12.1	6.7
Total	100.0	100.0	100.0

(Percentages based on column totals of 102, 91, and 193, respectively.)

Where contact was made with DVR, the contacts initiated by DVR outnumbered those initiated by the individual by a 2-to-1 margin.

Table 4-33. The 193 Individuals Who Contacted an Agency: Who Initiated the Contact?

Who Made the Contact?	Agency Contacted		
	DVR	Other	Total
Not specified	15.7	27.5	21.2
The Agency	54.9	32.9	44.6
The Individual Needing Help	29.4	39.6	34.2
Total	100.0	100.0	100.0

(Percentages based on column totals of 102, 91, and 103, respectively.)

The People Who Needed HELP
-- and Contacted an Agency . . .

A few contacts were initiated prior to the HELP Campaign

-- but the great majority can be presumed to have been initiated as a direct result of the campaign.

Table 4-34. The 193 Individuals Who Contacted an Agency: Date of Contact

Date of Contact	Agency Contacted		Total
	DVR	Other	
No data	27.5	32.9	30.1
1967 or before	4.9	2.2	3.6
1969	38.2	18.7	29.0
1970	29.4	46.2	37.3
Total	100.0	100.0	100.0

(Percentages based on column totals of 102, 91, and 103, respectively.)

The People Who Needed HELP
-- and Contacted an Agency . . .

The majority of those who had contacted an agency for help claimed to have not yet received help.

Table 4-35. The 193 Individuals Who Contacted an Agency: Did They Receive Services?

Were Services Received?	Agency Contacted		
	DVR	Other	Total
No data	8.8	4.4	6.7
No	50.0	50.5	50.3
Not yet	9.8	15.4	12.4
Yes	31.4	29.7	30.6
Total	100.0	100.0	100.0

(Percentages based on column totals of 102, 91, and 193, respectively.)

For 30% of those who had contacted an agency for help, the questionnaire return indicated a further appeal for help.

Table 4-36. The 193 Individuals Who Had Contacted an Agency: Did the Questionnaire Indicate a Further Plea for Help?

Further Appeal for Help?	Agency Contacted		
	DVR	Other	Total
No	73.5	67.0	70.5
Yes	26.5	33.0	29.5
Total	100.0	100.0	100.0

(Percentages based on column totals of 102, 91, and 193, respectively.)

Of the 193 individuals who had contacted an agency for help, 148 had written letters to HELP.

Table 4-37. The 193 Individuals Who Had Contacted an Agency for Help According to Whether or Not They Were Letter Writers

Individuals Who Had Contacted an Agency	Agency Contacted		
	DVR	Other	Total
Individuals other than letter writers	16 (15.7)	29 (31.9)	45 (23.3)
Individuals who had written letters	86 (84.3)	62 (68.1)	148 (76.7)
Total	102 (100.0)	91 (100.0)	193 (100.0)

-- and Contacted an Agency . . .

About one-third of those who had written for help for themselves and had later contacted an agency for help were reasonably satisfied that the information they received was relevant to their needs.

Table 4-38. The 148 Writers Who Had Contacted an Agency for Help: Their Satisfaction With the Information Received

Did Writer Receive the Information He Wanted?	Agency Contacted		
	DVR	Other	Total
No data	3.5	14.5	8.1
No	26.7	33.9	29.7
Some of it	28.0	25.8	27.0
Most of it	11.6	4.8	8.8
Yes	30.2	21.0	26.4
Total	100.0	100.0	100.0

(Percentages based on column totals of 86, 62, and 148, respectively.)

The 148 original letter writers who had contacted an agency were asked if their impressions of Minnesota agencies set up to help the people of Minnesota was more favorable or less favorable than at the time they wrote to HELP.

Those with a less favorable impression and those with a more favorable impression were about evenly divided.

Table 4-39. The 148 Letter Writers Who Had Contacted an Agency for Help: Their Changes in Attitudes Toward Minnesota Agencies at the Time of the Questionnaire Survey

Opinion at Time of Survey	Agency Contacted		
	DVR	Other	Total
No data	9.3	22.6	14.9
Less Favorable Opinion Now	29.1	29.0	29.1
No Change	33.7	25.8	30.4
More Favorable Opinion Now	27.9	22.6	25.6
Total	100.0	100.0	100.0

(Percentages based on column totals of 86, 62, and 148, respectively.)

PERSONAL INTERVIEWS

5.1 Research Method

The target population for the interview phase of the study consisted of the same 951 individuals who comprised the target population for the questionnaire survey. Interviews with at least a sample of those who wrote to HELP were needed to: (1) evaluate selective aspects of the content analysis of HELP letters and of the questionnaire survey of letter writers and (2) to obtain additional insights concerning the extent to which the needs of individuals identified in the HELP letters as being in need of help had been or had not been met.

The Interview Sample

A random sample, stratified on whether or not the mailed questionnaires were returned, was planned. The intent of stratification was to examine separately a sample of those who had returned questionnaires and those who had not.

A sample of one-third of the 951 letters writers representing the target population -- a sample of 317 -- was drawn, of which 100 were drawn from those who had not returned questionnaires and the remainder from those who had.

The Interviews

The sample was drawn by KRI's Research staff. Master lists of names and addresses of individuals in the sample were prepared separately for each of Minnesota's DVR field offices. Each interview form was identified with the name and address of the individual to be interviewed (the letter writer) and the names and addresses of referents, if any, identified in his original letter to HELP. Copies of the master lists and corresponding sets of interview forms were then distributed to the appropriate field offices by the directors of the four Minnesota areas -- Northern, Central, Southern, and Metropolitan.

Only about three weeks could be alloted to completion of the interviews. This represented a relatively tight time schedule, and in many cases the interviews could not be conducted. Of the 307 interviews scheduled, 188 were conducted and 119 were not. In many cases in which interviews were not conducted (Table 5-02), the individual to be interviewed had moved or could not otherwise be located. Some could not be contacted, even after repeated attempts, being temporarily away from home; and some refused to be interviewed.

Problems

Nine individuals selected for the interview sample who had not returned questionnaires (by the time the sample was drawn) eventually returned questionnaires. The final sample then, slightly modified from that originally planned, included 216 who had returned questionnaires and 91 who did not (Table 5-01).

It would have been a simple matter to account statistically for this mild departure from the original sampling plan. A much more serious problem, however, manifested itself when interviews with the sampled individuals were conducted -- in that in 119 instances, interviews were not conducted. This number represents nearly 37% of those with whom interviews were intended.

Analysis

Having thus cautioned the reader that the sample of completed interviews is very likely a biased sample of individuals who wrote to HELP, the argument is now proposed that the sample, in spite of its biases, possesses a high level of utility. The 188 completed interviews provide considerable insight into the problems of most of those who had written to HELP or were identified in the HELP letters as being in need of help.

One can consider the completed 188 interviews in the following manner: They do represent approximately 61% of the target population; precisely which 61% cannot be fixed with an acceptable level of precision, but this still means that 61% become "known" entities and only 39% remain "unknown."

Section 5.2 discusses the 307 letter writers in the interview sample and Section 5.3 concerns the 188 who were contacted. The results presented in the latter section can be inferred to apply to the above-mentioned 61% of the target population. The extent to which these results apply also to the remaining 39% of the target population is not known; but one could hazard a guess that these 39% are probably not too unlike the 61%. In any case, the sample of completed interviews is of interest in its own right and is the subject of Section 5.3.

5.2 The Interview Sample

This section of the report concerns the 307 individuals in the target population of 951 HELP letter writers selected for personal interviews and refers to Tables 5-01 through 5-06.

The Total Sample

As previously discussed, 216 of the individuals in the sample had returned questionnaires and 91 had not (Table 5-01). Interviews were conducted with 188 of the individuals in the sample and were not conducted with 119 individuals (Table 5-02). Table 5-03 presents a comparison of the interview completion rates for the 216 letter writers who had returned questionnaires and the 91 who had not. In the former group, exactly two-thirds were seen; and, in the latter group, slightly less than one-half were seen. The interviewing counselors experienced, as was expected, more difficulty in contacting questionnaire non-respondents than in contacting questionnaire respondents.

Individuals Contacted

A few of those who were contacted -- individuals who had written letters to HELP -- turned out to be students or professionals interested in the HELP Campaign or individuals making general, non-specific inquiries (Table 5-04). There were six such individuals, about 3% of the total. In four cases, information as to the reason for having written to HELP was not obtained by the interviewing counselor. The remainder, 95% of the total, had written because of problems of their own (59%) or had written out of concern with someone else's problems (36%).

It was previously reported (Section 4.5) that the questionnaire survey had identified many who had written multiple letters to HELP. The personal interviews identified an even larger percentage who claimed to have written more than one letter to HELP (Table 5-05). There were 29 of the 188 (15%) who made this claim.

Those Not Interviewed

Table 5-06 presents the reasons given by the vocational rehabilitation counselors for not having completed interviews. In nearly one-half of the cases, the individual had moved or could not otherwise be located. Refusals accounted for 12% and the "not at homes" accounted for another 22%.

Discussion

For only 47 individuals in the Interview Sample was neither questionnaire nor interview data obtained. This is but 15% for whom the information contained in the original letters represents all that is known.

If the reader were, therefore, to project the results of the completed interviews to the entire population sampled (all 951 letter writers), he may be not too far off target. The results obtained in the content analysis of the HELP letters, the mailed-questionnaire survey, and the personal interviews phase are quite consistent in that each successively higher level of information seeking validates preceding levels.

> Although an overall response rate of 62% had been obtained in the questionnaire survey of the target population of 951 HELP letter writers, 70% of the individuals selected for interviews had returned questionnaires.

Table 5-01. The 307 Individuals in the Interview Sample According to Whether or Not They Had Returned Questionnaires

Questionnaires Returned?	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Questionnaire not returned	43 (31.9)	36 (24.0)	12 (54.5)	91 (29.9)
Questionnaire returned	92 (68.1)	114 (76.0)	10 (45.5)	216 (70.1)
Total	135 (100.0)	150 (100.0)	22 (100.0)	307 (100.0)

There appeared to be some geographic differences in the proportion of Metropolitan and Outstate letter writers in the Interview Sample who were successfully contacted and interviewed.

Interviews were conducted with proportionately fewer Metropolitan writers.

Table 5-02. The 307 Individuals in the Interview Sample: Were Interviews Conducted?

Was an Interview Conducted?	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No	56 (41.5)	48 (32.0)	15 (68.2)	119 (38.8)
Yes	79 (58.5)	102 (68.0)	7 (31.8)	188 (61.2)
Total	135 (100.0)	150 (100.0)	22 (100.0)	307 (100.0)

Interviews were completed with two-thirds of those who had returned questionnaires and with about one-half of those who had not.

Table 5-03. The 307 Individuals in the Interview Sample: A Comparison Between Those Who Had Returned Questionnaires and Those Who Had Not As to Whether or Not Interviews Were Conducted

Interviews Conducted?	Questionnaires Returned		
	Yes	No	Total
Yes	144 (66.7)	44 (48.4)	188 (61.2)
No	72 (33.3)	47 (51.6)	119 (38.8)
Total	216 (100.0)	91 (100.0)	307 (100.0)

The Interview Sample
-- Those Contacted . . .

The 188 individuals in the Interview Sample who were contacted included 59% who had written letters to HELP because of their own problems and 36% who had written out of concern for someone else's problem.

These percentages are consitent with those obtained in the content analysis phase and in the questionnaire survey.

Table 5-04. The 188 Individuals in the Interview Sample Who Were Contacted: Their Reasons for Having Written to HELP

Reason for Having Written to HELP	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No data	2.5	2.0	---	2.1
Student, agency, or general inquiry	5.1	2.0	---	3.2
Disability or other problem of the writer	55.7	59.8	71.4	58.5
Concern with someone else's problem	36.7	36.2	28.6	36.2
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 79, 102, 7, and 188, respectively.)

Approximately 15% of the 188 individuals in the Interview Sample who were contacted claimed to have written more than one letter to HELP.

Table 5-05. The 188 Individuals in the Interview Sample Who Were Contacted: Had They Written More Than One Letter to HELP?

Did Interviewee Write More Than One Letter to HELP?	Source of Letter: Twin Cities Metro Area	Source of Letter: Outstate Minnesota	Source of Letter: Special Group	Total
No data	---	2.9	28.6	2.7
No	89.9	77.5	57.1	81.9
Yes	10.1	19.6	14.3	15.4
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 79, 102, 7, and 188 respectively.)

The Interview Sample

-- Those Not Contacted . . .

About one-half of those in the Interview Sample who were not contacted had moved or could not be located.

Table 5 06. The 119 Individuals in the Interview Sample Who Were Not Interviewed: Reasons for Non-Contact

Reasons for Non-Contact	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No reason given (forms not returned)	7.1	10.4	13.3	9.2
Contact not attempted (forms returned)	3.6	2.1	13.3	4.2
Could not be located	26.8	25.0	40.0	27.7
Not at home	21.4	10.4	6.7	15.1
Moved	19.6	25.0	20.0	21.9
Refused	16.1	10.4	--	11.8
Other Reason	5.4	16.7	6.7	10.1
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 56, 48, 15, and 119, respectively.)

5.3 The Sample of People Who Needed HELP

This section of the report concerns those individuals who were identified in the Interview Phase as being in need of help. Of the 188 individuals with whom interviews were conducted, six were students, professionals, or other persons who had written letters to HELP, not out of concern for a problem that he or another person may have had, but to obtain general information concerning the HELP Campaign. The exclusion of these six resulted in 182 completed interviews in which a total of 184 persons in need of help were identified. Of these, 115 were individuals who had written because of their own problems and 69 were individuals other than those who had written letters.

Where the letter had reference to someone other than the writer as being the person in need of help, information concerning that individual was usually obtained from the one who had written the letter. In many cases, however, the person who had written the letter and the person who needed help were members of the same household and were interviewed together. (The interviewing counselor could, if in his judgment it would be advantageous to do so, contact the individual who had been identified as in need of help, but such contacts were not essential to the Interview Phase. Generally, it was necessary only to interview the person who had written the letter.)

The information obtained in the interview phase concerning the individuals identified as being in need of help was basically of three types. Data was obtained that was intended to validate data previously obtained from the letters themselves or from the questionnaire returns -- age, disability, and problem areas of concern. New data was also obtained -- e.g., occupation, date of last employment, and gross family income. Finally, selected impressions of the interviewing counselors were obtained. The counselors evaluated the letter writer's understanding of the needs of individuals (themselves and/or others) who needed help, resources available for meeting those needs, and methods already applied towards meeting those needs. His judgments were also sought concerning whether or not the problems of those who need help could be resolved by existing agencies and, if so, whether [illegible] would be the appropriate agency.

The tables in this section, Tables 5-07 through 5-21, frequently contain a "No Data" or "Not Specified" entry. Often, certain items of information were simply not available because the interviewee did not know, did not recall, or did not wish to answer. The counselors were left to themselves to determine the extent to which they should press for information.

Age

The age distributions of the individuals identified in the interview sample as being in need of help matched very closely the previously reported age distribution of those who needed help and were so identified in the questionnaire survey.

About one-half of those who needed help were persons over 50 years of age; and one-fourth of these persons were 65 or older (Table 5-07).

Occupation and Income

About 40% of those in need of help had never worked or had been employed in unskilled or agricultural areas (Table 5-08). The Outstate Area included proportionately more such individuals than the Metropolitan Area. The Metropolitan Area, on the other hand, included more whose primary occupations were classified as skilled or semi-skilled or as professional, technical, or managerial.

The dates of last employment of the individuals who needed help are presented in Table 5-09. This information was not available in 20% of the cases. Many, 24% of the total, were currently employed. Nearly one-third of the total had not worked at all during the past three years; some of these had not been employed for at least ten years.

There were striking differences between the Metropolitan and Outstate Areas with respect to the annual gross family incomes of the 184 individuals in need of help (Table 5-10). Income data was not available concerning 20% of those from Outstate Minnesota; but, where this information was obtained, approximately three-fourths reported incomes under $3,000, with the great majority of these having incomes under $1,000. Very few of the remainder reported incomes of $5,000 or more. Information concerning income was apparently much more difficult to obtain concerning individuals in the Metropolitan Area; for only 62% was this information available. From the information available, however, it can be concluded that nearly one-half of the individuals in the Metropolitan Area who needed help had incomes of less than $3,000.

Disability

Seven-eighths of the individuals identified in the Interview Phase as being in need of help considered themselves disabled or were so considered by the individual who had written the original letter to HELP (Table 5-11).

The content analysis of the letters had revealed seven-eighths of the individuals who had been identified through the HELP letters as needing help were disabled individuals. This proportion dropped slightly -- to five-sixths -- as a result of the questionnaire survey. As was pointed out previously, this drop could be accounted for in part since those who had died between the time of the writing of the letters and the time of the survey were excluded from the target population surveyed. This, however, did not completely account for the reduction in the proportion of those considered disabled.

Table 5-11 provides a plausible explanation. It may have been that some of those considered disabled at the time of the writing of the original letter to HELP no longer considered themselves disabled at the time of the questionnaire survey. This was the case in the Interview Phase and may have been in the questionnaire survey as well.

Results of Inquiry

Only about 40% of the 184 individuals who needed help were satisfied with the results of the HELP inquiries or had contacted agencies as a result of the inquiries (Table 5-12). The remainder were generally unsatisfied with the replies that they received or claimed nothing had resulted from the inquiries.

The HELP Campaign was credited with having resulted in a contact with an agency in nearly 40% of the cases (Table 5-13).

DVR was generally the agency contacted, according to Table 5-14 -- a table that suggests very few agencies other than DVR were contacted. Yet, from the questionnaire survey, it is known that nearly half of the agencies contacted by individuals who needed help were agencies other than DVR.

For whatever reason, whether because of the particular orientation of the vocational rehabilitation counselor or because of a hesitancy on his part to press for information in areas not specifically related to vocational rehabilitation, it must be concluded that the information obtained concerning agency contact is incomplete information. Table 5-14 should therefore be discounted in this respect.

Where contact with DVR was claimed, an attempt was made to verify the claim. The interviewing counselors checked Field Office records for further information. Four-fifths of those who claimed contact with DVR were identified from Field Office records as already known to DVR. Others may have had contact with DVR through Field Offices other than those to which the interviewing counselors were attached. (Letter writers and persons identified in letters as needing help sometimes lived in different parts of the state.)

Problem Areas

As was previously reported from the content analysis of the HELP letters, many individuals identified as needing help needed help in several problem areas. Table 5-16 indicates that for nearly one-third of them this is indeed the case. Where the focus of concern was on a single problem, the problem most frequently cited was that of unemployment or underemployment.

Interviewer's Evaluation

The 182 individuals who were interviewed concerning their own (or someone else's) problems were evaluated by the interviewing counselor on several dimensions. These included an understanding of (1) the needs of the individual identified as needing help, whether that individual was the interviewee himself or someone he had mentioned in his letter to HELP, (2) an understanding of the resources available to meet those needs, and (3) an understanding of the methods that had been thus far applied in meeting those needs. Tables 5-17, 5-18, and 5-19 present the results of this evaluation.

In general, it can be said that the interviewees were quite realistic on all three dimensions. Many, of course, lacked sufficient information -- most often in the area of available resources.

These findings tend to impart a high level of validity to the original HELP letters. As previously reported, the content analysis revealed that much information is available from the letters themselves. One can conclude from the interviewing counselors' evaluations that those who had written letters to HELP had written out of real concerns with real problems.

Agency Roles

Existing agencies, according to the interviewing counselors, cannot cope with the problems of one-third of those who were identified as needing help (Table 5-20). In five out of eight cases where agency intervention was indicated, DVR was considered to be the appropriate agency (Table 5-21).

The age distributions of individuals identified in the Interview Sample as being in need of help matched very closely the age distributions of those identified in the questionnaire survey as being in need of help.

Table 5-07. Age Distributions of the 184 Individuals in the Interview Sample Who Needed Help

Age	Source of Letter			Total
	Twin Cities Metro Area	Outstate Minnesota	Special Group	
Not Specified	13.2	8.9	28.6	11.4
Child under 16	--	4.0	--	2.2
16-30	11.8	17.8	--	14.7
31-50	30.3	21.8	28.6	25.5
51-64	34.2	34.6	28.6	34.2
65 or over	10.5	12.9	14.2	12.0
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 76, 101, 7, and 184, respectively.)

About 40% of those in the Interview Sample who needed help had never worked or had been employed in unskilled or agricultural areas.

Table 5-08. The 184 Individuals in the Interview Sample Who Needed Help: Their Primary Occupations

	Source of Letter			
Primary Occupation	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Not Specified	13.1	12.9	100.0	16.3
None	13.1	21.7	---	17.4
Unskilled/Agricultural	21.1	25.8	---	22.8
Skilled/Semi-skilled	27.7	21.8	---	23.4
Clerical/Sales	9.2	10.9	---	9.8
Professional/Technical/ Managerial	15.8	6.9	---	10.3
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 76, 101, 7, and 184, respectively.)

Nearly one-fourth of the individuals identified in the Interview Sample as being in need of help were employed at the time of interviewing.

Table 5-09. The 184 Individuals in the Interview Sample Who Needed Help: Date Last Employed

Date of Last Employment	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No Data	17.1	21.8	42.8	20.6
Never employed	6.6	10.9	---	8.9
Prior to 1950	6.6	2.0	---	3.8
1950 - 1959	6.6	3.9	---	4.9
1960 - 1967	23.6	21.8	28.6	22.8
1968 - 1970	6.6	20.8	28.6	15.1
Currently employed	32.9	18.8	---	23.9
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 76, 101, 7, and 184, respectively.)

The gross family incomes of individuals in the Interview Sample who needed help were generally quite low.

Only 10% had incomes of $5,000 or more.

More than one-half of them had incomes under $3,000.

Table 5-10. The 184 Individuals in the Interview Sample Who Needed Help: Their Gross Family Incomes

Annual Gross Family Income	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No data	38.3	20.8	28.5	28.3
Under $1,000	17.1	38.6	14.3	28.8
$1,000 - $2,999	11.8	20.8	14.3	16.9
$3,000 - $4,999	11.8	15.8	14.3	14.1
$5,000 - $8,999	11.8	2.0	14.3	6.5
$9,000 or more	9.2	2.0	14.3	5.4
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 76, 101, 7, and 184, respectively.)

Seven-eighths of those who needed help
in the Interview Sample were disabled.

Table 5-11. The 184 Individuals in the Interview Sample Who Needed Help: Were They Disabled?

Is Disability a Problem?	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No data	2.6	2.0	--	2.2
No	4.0	4.0	--	3.8
Yes	85.5	88.1	100.0	87.5
Formerly, not at present	7.9	5.9	--	6.5
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of
76, 101, 7, and 184, respectively.)

Only about 40% of the individuals in the Interview Sample who needed help were satisfied with the results of the HELP inquiries and/or had contacted agencies as a result of the inquiries.

Table 5-12. The 184 Individuals in the Interview Sample Who Needed Help: Results of Letters They Wrote or Letters Written on Their Behalf

Results of HELP Inquiry	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No data	2.6	2.0	14.3	2.7
Nothing	18.4	19.8	28.6	19.6
Unsatisfactory reply to letter	39.5	36.6	28.5	37.5
Satisfactory reply to letter	23.7	29.7	14.3	26.6
Reply plus agency contact	15.8	11.9	14.3	13.6
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 76, 101, 7, and 184, respectively.)

About 39% of those who needed help in the Interview Sample had made contact with some agency as a result of the HELP Campaign.

(This contrasts with corresponding figure obtained through the Questionnaire Survey -- 29%.)

Table 5-13. The 184 Individuals in the Interview Sample Who Needed Help: Did They Contact an Agency as a Result of the HELP Letters?

Did Agency Contact Result?	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No data	7.9	7.9	14.3	8.2
No	50.0	56.4	42.8	53.2
Yes	42.1	35.7	42.9	38.6
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 76, 101, 7, and 184, respectively.)

The Sample of People Who Needed HELP . . .

Nearly one-third of the individuals in the
Interview Sample who needed help had
contacted DVR for help.

(Data relating to contact with agencies other
the DVR may be incomplete data. See the
accompanying narrative for a discussion
of this point.)

Table 5-14. The 184 Individuals in the Interview Sample Who Needed Help: Agency Contacted

Agency Contacted	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
DVR	35.5	30.7	---	31.5
State Agencies and Hospitals	5.3	2.0	42.9	4.9
Independent and Local Agencies	1.3	---	---	.6
Other	1.3	2.0	---	1.6
No Agency Contacted	56.6	65.3	57.1	61.4
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 76, 101, 7, and 184, respectively.)

One-fourth of the individuals identified in the Interview Sample as being in need of help had been in contact with DVR.

Table 5-15. The 184 Individuals in the Interview Sample Who Needed Help: Had They Made Contact With DVR?

Known Contact With DVR?	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No Data	18.4	7.9	14.3	12.5
No	63.2	60.4	85.7	62.5
Yes	18.4	31.7	--	25.0
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 76, 101, 7, and 184, respectively.)

About 30% of the individuals who needed help were concerned with a multiplicity of problems requiring services. Employment was the most often mentioned single problem.

Table 5-16. The 184 Individuals in the Interview Sample Who Needed Help: Problem Areas in Which Help is Needed

Problem Areas in Which Help is Needed	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
None or no data	5.2	7.0	28.6	7.1
One-Problem Area:				
Employment	32.9	26.7	14.3	28.8
Financial, Medical, Aging, Legal, etc.	10.6	22.8	14.3	17.4
Other Problem	21.0	12.9	28.5	16.3
Multiple Problem Areas	30.3	30.6	14.3	30.4
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 76, 101, 7, and 184, respectively.)

The individuals interviewed were generally
realistic as to their needs or the needs of
the referents mentioned in their letters,
although some lacked information.

Table 5-17. The 184 Individuals in the Interview Sample Who Needed Help: The Interviewer's Assessment of the Letter Writer's Understanding of His (or the Referent's) Needs

Interviewer's Assessment of Understanding of Needs	Source of Letter: Twin Cities Metro Area	Source of Letter: Outstate Minnesota	Source of Letter: Special Group	Total
Not specified	10.5	6.0	---	7.6
Unrealistic	2.6	8.9	28.6	7.1
Misinformed	---	3.0	---	1.6
Realistic (but lacking information)	23.7	36.6	28.6	31.0
Realistic (and informed)	63.2	45.5	42.8	52.7
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of
76, 101, 7, and 184, respectively.)

The individuals interviewed were generally realistic with respect to an understanding of ways of meeting their needs or the needs of the referents mentioned in their letters, although many lacked information concerning resources.

Table 5-18. The 184 Individuals in the Interview Sample Who Needed Help: The Interviewer's Assessment of the Letter Writer's Understanding of Ways in Which His (or the Referent's) Needs Can be Met

Interviewer's Assessment of Understanding of Ways to Meet Needs	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Not specified	10.5	6.0	---	7.6
Unrealistic	7.9	12.9	42.9	12.0
Misinformed	7.9	7.9	---	7.6
Realistic (but lacking information)	52.6	36.6	14.2	42.4
Realistic (and informed	21.1	36.6	42.9	30.4
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 76, 101, 7, and 184, respectively.)

The individuals interviewed again were generally realistic in their appraisals of the methods thus far applied in meeting their needs or the needs of the referents mentioned in their letters, although many lacked complete information.

Table 5-19. The 184 Individuals in the Interview Sample Who Needed Help: The Interviewer's Assessment of the Letter Writer's Understanding of Methods Thus Far Applied to Meet His (or the Referent's) Needs

Interviewer's Assessment of Understanding of Methods Thus Far Applied in Meeting Needs	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Not specified	11.8	9.9	---	10.3
Unrealistic	9.2	6.9	---	8.7
Misinformed	4.0	9.9	---	8.7
Realistic (but lacking information)	36.8	42.6	71.4	39.7
Realistic (and informed)	38.2	30.7	28.6	32.6
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 76, 101, 7, and 184, respectively.)

In the opinions of the vocational rehabilitation counselors, the problems of about 60% of those who needed help in the Interview Sample were amenable to solution by existing agencies.

Table 5-20. The 184 Individuals in the Interview Sample Who Needed Help: Can Their Problems be Solved by Existing Agencies?

	Source of Letter			
Problem Solvable by Existing Agencies?	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
No data	10.5	5.0	--	7.1
No	32.9	30.7	42.9	32.1
Yes	56.6	64.3	57.1	60.8
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 76, 101, 7, and 184, respectively.)

In five-eighths of the cases where problems were solvable by existing agencies, according to the vocational rehabilitation counselors, DVR appeared to be the appropriate agency.

(This represents a total of 38% of the individuals who needed help as determined in the personal interviews.)

Table 5-21. Vocational Rehabilitation Counselor's Impression as to Whether or Not DVR is the Agency That Can Help the 112 Whose Problems Could be Solved by an Agency

	Source of Letter			
Can DVR Help?	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Not known	4.7	3.1	50.0	5.4
No	32.5	30.8	50.0	32.1
Yes	62.8	66.1	--	62.5
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 43, 65, 4, and 112, respectively.)

AGENCIES AND THE PEOPLE NEEDING HELP

6.1 Research Method

The question of to what extent Minnesota agencies can help the people who were identified in the analysis of HELP letter content and in the questionnaire survey returns has yet to be answered. Section 6.2 addresses itself to this question.

The Personal Interview Phase provides the resource for examining that question. The 188 interviews that were successfully completed identified 184 individuals who needed help. The interviewing counselors were asked to render judgments as to whether the problems facing these people could be solved by existing Minnesota agencies and, if so, whether DVR would be the appropriate agency.

Section 6.2 explores selected characteristics of individuals whose problems cannot be solved by existing Minnesota agencies, whose problems can be solved by agencies other than DVR, and whose problems can be solved by DVR.

The specific role of DVR in providing services to individuals identified in the HELP letters as being in need of help is examined in Section 6.3.

The HELP letters themselves provided clues to the identity of a few individuals who had been in contact with DVR. Returned questionnaires further identified individuals who had been in contact with DVR, particularly those who had made contact at some point after the original letters to HELP had been written. The Personal Interview Phase led to identification of still others who had been in contact with DVR.

Computer listings of closed or active status during fiscal 1970 (July 1, 1969 through June 30, 1970) were examined to identify still other individuals who had contacted Minnesota DVR as a result of the HELP letters and to verify contacts identified in the HELP letters, the questionnaire returns and the Personal Interviews.

HELP letter writers to whom questionnaires were mailed were asked to furnish their Social Security numbers. All but a few did; and this served to facilitate the identification and/or verification of individuals who needed help and contacted DVR.

6.2 Can Agencies Help?

Of the 184 individuals identified in the Personal Interviews as being in need of help, 13 were individuals for whom the interviewing counselor made no judgment as to whether or not Minnesota agencies could help. He made such judgments in the remaining 171; and the following breakdown was obtained:

59 cases -- No agency can help

32 cases -- An agency other than DVR can help

70 cases -- DVR can help

The 171 cases in which judgments as to resource were made are identified in this section as the subsample of 171. Tables 6-01 through 6-09 apply to this subsample.

Age

Table 6-01 presents the age distributions of the subsample of 171, separately for those who in the opinion of the interviewing counselor cannot be helped by existing agencies, those for whom agencies other than DVR were considered appropriate resources, and those for whom DVR was considered the appropriate resource.

The subsample of 171 included 38 individuals 60 years of age or older. Only three of these were considered by the interviewing counselor to have potential for vocational rehabilitation. The remaining 35 cases were approximately evenly divided into the "no agency" and "other than DVR" groups.

Occupation and Income

The occupations considered by individuals in the subsample of 171 to be their primary occupations did not differentiate among the three groups (Table 6-02).

Individuals who were currently employed tended to be considered good candidates for vocational rehabilitation (Table 6-03). Underemployment, of course, is a problem of prime concern here, as is the problem of continuity of employment.

Just as with primary occupation, annual gross family income did not differentiate among the three groups (Table 6-04). The distributions of income among the three groups were actually quite similar.

Contact With DVR

About three-eighths of those who had been considered by the interviewing counselors to have potential for vocational rehabilitation had already made contact with DVR (Table 6-05). Included in the other two groups as well were some who had contacted DVR.

Table 6-06 presents, for the three groups, the problem areas in which services were required. Where the problem focused upon employment (e.g., unemployment, underemployment, or continuity of employment), DVR was quite frequently seen to be the appropriate resource.

Interviewer's Assessments

The interviewing counselors were asked to evaluate the interviewee (the person who had written the original letter to HELP) as to his understanding of the needs of the individual who needed help, resources available for meeting those needs, and resources or methods already applied towards meeting those needs -- whether the individual needing help was the letter writer himself or someone he had mentioned in his letter.

As previously reported (Tables 5-17, 5-18, and 5-19, Section 5.3), there were few, if any, discernable differences between the Metropolitan and Outstate Groups on any of these dimensions and the levels of understanding on all three dimensions were generally quite high. Tables 6-07, 6-08, and 6-09 present breakdowns along these three dimensions according to whether no agency, an agency other than DVR, or DVR was seen to be the appropriate resource. Although somewhat higher levels of understanding (on the part of the letter writer) were reflected in the group for whom DVR was considered the appropriate resource, differences among the three groups were relatively minor.

It may be concluded that the letter writers had written out of real concern for real problems whether or not an agency existed in the State of Minnesota considered capable of assistance in resolving those problems.

Discussion

In the opinion of the interviewing counselors, Minnesota agencies are not equipped to handle the problems of about one-third of the subsample of 171. Despite the biases previously discussed with respect to sampling and non-completed interviews, projections may reasonably be made to the population of HELP letters and the individuals named in them as being in need of help.

The "typical" letter identified 1.1 individuals as being in need of help. Approximately 1,000 letters were written and, assuming all that had been written were re-routed to Minnesota, approximately 1,100 individuals were identified in them as being in need of help.

One-third (or, rather, somewhere in the neighborhood of one-third) of these 1,100 individuals cannot be helped by existing Minnesota agencies. Of the approximately two-thirds who can, five out of eight can be helped by DVR and three out of eight can be helped by agencies other than DVR.

This approximately one-third, for whom no agency seemed appropriate, points up an unexpectedly high level of need that seemingly cannot be met by currently available resources.

For only 3 of the 38 individuals 60 years of age or over was DVR considered an appropriate resource.

Table 6-01. Age Distribution of the Subsample of 171

Age	Appropriate Agency			Total
	None	Other than DVR	DVR	
Not specified	4 (6.8)	8 (19.1	5 (7.1	17 (10.0)
Under 16	---	1 (2.4)	3 (4.3)	4 (2.3)
16 - 30	6 (10.2)	3 (7.1)	16 (22.9)	25 (14.6)
31 - 50	15 (25.4)	4 (9.5)	27 (38.6)	46 (26.9)
51 - 59	15 (25.4)	10 (23.8)	16 (22.8)	41 (24.0)
60 - 64	9 (15.3)	6 (14.3)	3 (4.3)	18 (10.5)
65 or older	10 (16.9)	10 (23.8)	---	20 (11.7)
Total	59 (100.0)	42 (100.0)	70 (100.0)	171 (100.0)

The three groups -- no agency, other than DVR, and DVR -- were not differentiable on the basis of occupations represented.

Table 6-02. The Subsample of 171: Their Primary Occupations

Primary Occupation	Appropriate Agency			Total
	None	Other Than DVR	DVR	
Not specified	6 (10.2)	10 (23.8)	6 (8.6)	22 (12.9)
None	13 (22.0)	6 (14.3)	14 (20.0)	33 (19.3)
Unskilled/Agricultural	13 (22.0)	11 (26.2)	17 (24.3)	41 (24.0)
Skilled/Semi-skilled	14 (23.7)	10 (23.8)	16 (22.8)	40 (23.4)
Clerical/Sales	5 (8.5)	3 (7.1)	9 (12.9)	17 (9.9)
Professional/Technical/ Managerial	8 (13.6)	2 (4.8)	8 (11.4)	18 (10.5)
Total	59 (100.0)	42 (100.0)	70 (100.0)	171 (100.0)

Relatively few individuals who had not been employed during the past three years had, in the opinions of the interviewing counselors, potential for vocational rehabilitation.

Many who were employed at the time the interviews were conducted were considered suitable candidates for vocational rehabilitation -- often because of underemployment or possible problems with continuity of employment.

Table 6-03. The Subsample of 171: Date Last Employed

Date of Last Employment	Appropriate Agency			Total
	None	Other Than DVR	DVR	
No data	11 (18.6)	12 (28.6)	11 (15.7)	34 (19.9)
Never employed	5 (8.5)	2 (4.8)	8 (11.4)	15 (8.8)
Prior to 1950	5 (8.5)	1 (2.4)	1 (1.4)	7 (4.1)
1950-1959	2 (3.4)	3 (7.1)	3 (4.3)	8 (4.7)
1960-1967	17 (28.8)	12 (28.6)	10 (14.3)	39 (22.8)
1968-1970	8 (13.6)	7 (16.6)	11 (15.7)	26 (15.2)
Currently employed	11 (18.6)	5 (11.9)	26 (37.2)	42 (24.5)
Total	59 (100.0)	42 (100.0)	70 (100.0)	171 (100.0)

The three groups are not differentiable on the basis of income. The three income distributions are basically similar.

Table 6-04. The Subsample of 171: Their Gross Family Incomes

Annual Gross Family Income	Appropriate Agency			
	None	Other Than DVR	DVR	Total
No Data	12 (20.3)	15 (35.7)	18 (25.7)	45 (26.3)
Under $1,000	18 (30.5)	12 (28.6)	22 (31.4)	52 (30.4)
$1,000 - $2,999	11 (18.6)	9 (21.4)	10 (14.3)	30 (17.6)
$3,000 - $4,999	9 (15.3)	4 (9.5)	12 (17.2)	25 (14.6)
$5,000 - $8,999	5 (8.5)	2 (4.8)	4 (5.7)	11 (6.4)
$9,000 or more	4 (6.8)	---	4 (5.7)	8 (4.7)
Total	59 (100.0)	42 (100.0)	70 (100.0)	171 (100.0)

Only about 40% of those who could be helped by DVR had actually contacted DVR.

Table 6-05. The Subsample of 171: Had They Made Contact With DVR?

Known Contact With DVR?	Appropriate Agency			Total
	None	Other Than DVR	DVR	
No Data	8 (13.6)	---	3 (4.3)	11 (6.4)
No	41 (69.5)	31 (73.8)	41 (58.6)	113 (66.1)
Yes	10 (16.9)	11 (26.2)	26 (37.1)	47 (27.5)
Total	59 (100.0)	42 (100.0)	70 (100.0)	171 (100.0)

Where the problem area focused upon employment (unemployment, underemployment, or continuity of employment), the resource frequently seen as being appropriate was DVR.

Table 6-06. The Subsample of 171: Problem Areas in Which Help is Needed

Problem Area	Appropriate Agency None	Other Than DVR	DVR	Total
None or no data	6 (10.2)	4 (9.6)	1 (1.4)	11 (6.4)
One-Problem Area: Financial, Medical, Aging, Legal, etc.	14 (23.8)	9 (21.4)	8 (11.4)	31 (18.1)
Employment	11 (18.6)	6 (14.3)	30 (42.9)	47 (27.5)
Other Problems	13 (22.0)	5 (11.9)	12 (17.2)	30 (17.6)
Multiple Problem Areas: Including Employment	5 (8.5)	9 (21.4)	18 (25.7)	32 (18.7)
Not Including Employment	10 (16.9)	9 (21.4)	1 (1.4)	20 (11.7)
Total	59 (100.0)	42 (100.0)	70 (100.0)	171 (100.0)

The interviewed individuals were considered generally realistic in appraising their (or their referents') needs -- in all three groups.

Table 6-07. The Subsample of 171: The Interviewer's Assessment of the Letter Writer's Understanding of His (or the Referent's) Needs

Interviewer's Assessment of Understanding of Needs	Appropriate Agency			
	None	Other Than DVR	DVR	Total
Not Specified	1 (1.7)	1 (2.4)	1 (1.4)	3 (1.8)
Unrealistic	7 (11.9)	3 (7.1)	2 (2.9)	12 (7.0)
Misinformed	1 (1.7)	1 (2.4)	1 (1.4)	3 (1.8)
Realistic (but lacking information)	15 (25.4)	15 (35.7	27 (38.6)	57 (33.3)
Realistic (and informed)	35 (59.3)	22 (52.4)	39 (55.7)	96 (56.1)
Total	59 (100.0)	42 (100.0)	70 (100.0)	171 (100.0)

The interviewed individuals were considered generally realistic in an understanding of resources for meeting their (or their referents') needs -- in all three groups.

Table 6-08. The Subsample of 171: The Interviewer's Assessment of the Letter Writer's Understanding of Ways in Which His (or the Referent's) needs Can Be Met

Interviewer's Assessment of Ways to Meet Needs	Appropriate Agency			
	None	Other Than DVR	DVR	Total
Not Specified	1 (1.7)	1 (2.4)	1 (1.4)	3 (1.8)
Unrealistic	9 (15.3)	6 (14.3)	5 (7.2)	20 (11.7)
Misinformed	9 (15.3)	9 (21.4)	5 (7.2)	23 (13.4)
Realistic (but lacking information)	21 (35.5)	19 (45.3)	40 (57.1)	80 (46.8)
Realistic (and informed)	19 (32.2)	7 (16.6)	19 (27.1)	45 (26.3)
Total	59 (100.0)	42 (100.0)	70 (100.0)	171 (100.0)

The interviewed individuals were considered generally realistic in an understanding of resources thus far applied toward meeting their (or their referents') needs -- in all three groups.

Table 6-09. The Subsample of 171: The Interviewer's Assessment of the Letter Writer's Understanding of Methods Thus Far Applied to Meet His (or the Referent's) Needs

Interviewer's Assessment of Understanding of Methods Thus Far Applied in in Meeting Needs	Appropriate Agency			Total
	None	Other Than DVR	DVR	
Not Specified	3 (5.1)	2 (4.8)	4 (5.7)	9 (5.3)
Unrealistic	5 (8.5)	6 (14.3)	4 (5.7)	15 (8.8)
Misinformed	5 (8.5)	7 (16.7)	2 (2.9)	14 (8.2)
Realistic (but lacking information)	18 (30.5)	15 (35.7)	29 (41.4)	62 (36.2)
Realistic (and informed)	28 (47.4)	12 (28.5)	31 (44.3)	71 (41.5)
Total	59 (100.0)	42 (100.0)	70 (100.0)	171 (100.0)

6.3 DVR's Role

This section of the report examines the role of DVR in supplying services to the people who were the subjects of the HELP letters. Tables 6-10 and 6-11 are the relevant tables.

Projections from the Questionnaire Survey

Of the 667 individuals who had been identified in the questionnaire survey as being in need of help, 557 were disabled. By proportionally allocating those whose ages were not specified or who were known to be adults but of unknown age, it is estimated that 480 of the 557 disabled individuals fell in the 16-64 age bracket (Table 6-10).

The age group generally considered to be of concern in vocational rehabilitation includes individuals between the ages of 14 and 64. With respect to the population of the study, however, the interviewing counselors identified very few who were 60 or older whom they considered suitable candidates for vocational rehabilitation. An estimated 380, then, fell in the 16-59 age bracket. This number represents 57% of the original group of 667 individuals identified in the questionnaire survey as being in need of help.

Projecting these results to the entire group of about 1,000 HELP letters re-routed back to Minnesota and the estimated 1,100 individuals identified in those letters as being in need of help, of every twelve who needed help, seven were disabled persons in the 16-59 age group. An additional two were disabled individuals in the 60-64 age group.

Considering only age and disability then, and depending upon how age is used to define potential for vocational rehabilitation, seven-twelfths or nine-twelfths of the individuals of concern in the HELP letters may be considered an upper bound for the proportion delimiting those for whom vocational rehabilitation may be considered a reasonable undertaking. This proportion, however, can be expected to be further reduced when the question of feasability is considered.

Projections from the Personal Interview Phase

The previous section (Section 6.2) concluded that five-twelfths of the individuals identified in the Personal Interview Phase as being in need of help were considered by the interviewing counselor to be suitable candidates for vocational rehabilitation. The interviewing counselors undoubtedly considered the question of feasability in their determinations as to whether or not DVR would be an appropriate resource for needed services. In applying this proportion (five-twelfths) to obtain an estimate of how many of the 1,100 individuals of concern in the 1,000 HELP letters could be considered potential candidates for vocational rehabilitation, approximately 460 could be so considered.

Verified Contacts With DVR

The resources described earlier that were applied to the identification of individuals who had been subjects of concern in the HELP letters and who had turned to DVR for help resulted in the identification of 152 who were known to DVR. Table 6-11 presents the current statuses of these 152 individuals. Included among them were some, approximately 20% of the total, who had been closed from referral status (i.e., not accepted for services) or have been closed as not rehabilitated.

Assuming that the estimated 460 of the original group of 1,100 is a reasonable estimate of the number for whom vocational rehabilitation would be a reasonable undertaking, only about one-third of them had contacted DVR for needed services. The remaining two-thirds, approximately 300 individuals, provide a measure of unmet need. Undoubtedly, some of them may have been in contact with DVR and were missed in this study; but the multiple measures employed in identifying those who had made contact with DVR ensure that these "misses" should be few in number.

Discussion

Although an estimated two-thirds of those for whom DVR would be considered an appropriate resource had not yet contacted DVR for services, not all of them could be expected to agree that vocational rehabilitation would be a desired route. The extent to which these individuals represent unmet need remains, therefore, an open question.

They represent, perhaps, an upper bound of unmet needs as concerns DVR. Yet, if needed services are not available from agencies other than DVR, those who would not contact DVR would still represent unmet needs.

Of the 667 individuals who had been identified in the questionnaire survey as being in need of help, 557 were disabled.

Of the 557 disabled, an estimated 480 fall in the 16-64 age bracket

-- of which an estimated 380 fall in the 16-59 age bracket.

Table 6-10. Age Distribution of the 557 People Who Needed Help for a Disability

Age	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Not Specified	.9	---	---	.4
Child under 16	2.3	1.6	8.8	2.4
Adult (age not known)	10.0	4.2	---	6.1
16-30	12.3	17.6	17.7	15.6
31-50	26.1	24.4	14.6	24.4
51-59	26.1	25.3	17.7	25.1
60-64	15.2	16.0	17.7	15.8
65 or over	7.1	10.9	23.5	10.2
Total	100.0	100.0	100.0	100.0

(Percentages based on column totals of 211, 312, 34, and 557, respectively.)

The People Who Contacted DVR . . .

There were 152 individuals needing help who could be identified as having contacted DVR for services.

Table 6-11. Status of Individuals (Respondents and Referents) Who Contacted DVR

Status	Source of Letter			
	Twin Cities Metro Area	Outstate Minnesota	Special Group	Total
Referral Status	19 (40.4)	24 (23.3)	---	43 (28.3)
Acceptance/Service Status	17 (36.2)	50 (48.5)	1 (50.0)	68 (44.7)
Closed -- Rehabilitated	2 (4.3)	8 (7.8)	---	10 (6.6)
Closed -- Not Accepted or Not Rehabilitated	9 (19.1)	21 (20.4)	1 (50.0)	31 (20.4)
Total	47 (100.0)	103 (100.0)	2 (100.0)	152 (100.0)

THE HELP CAMPAIGN

7.1 Summary and Discussion

Approximately 1,000 letters were written in response to the HELP Campaign's public service announcements, mailed to Box 1200, Washington, D.C., and re-routed back to the Minnesota Division of Vocational Rehabilitation for action. Although not all letters specifically identified individuals of concern to the letter writer, whether himself and/or others, an analysis of letter content and a mailed questionnaire survey revealed that the "typical" letter identified 1.1 individuals in need of help.

The letters themselves contained a surprising amount of information. Although the HELP Campaign's promotional material invited letters, only name, address, and name of disability were specifically requested. Relatively few, however, provided only this information -- only about one in six. Most letter writers elaborated upon the problems they mentioned, often with much supporting detail.

Questionnaires were mailed to all who had written letters; and a 62% response rate was obtained. The questionnaire returns validate information that was already available from most of the letters, five-sixths of the total, and provided additional information that could be applied to the remaining one-sixth.

The questionnaire returns also provided new information that established the level of need to be even higher than that already reflected in the original letters. The questionnaire survey also revealed that many individuals were generally unhappy with the results of their inquiries to HELP, quite possibly because the HELP Campaign attracted inquiries from a large number of people whose problems appeared to be beyond the scope of existing Minnesota agencies.

A sample of individuals who had written letters to HELP were then interviewed by vocational rehabilitation counselors. The interviewing counselors found that the individuals who had written letters to HELP were generally quite realistic in their understanding of the needs of those they had written about (themselves and/or others), resources available for meeting those needs, and resources thus far applied towards meeting those needs. They also found that approximately five-twelfths of the individuals who had been identified as needing help could be considered suitable candidates for vocational rehabilitation, three-twelfths could be helped more appropriately by agencies other than DVR, and four-twelfths could be helped by no known agency.

An estimated two-thirds of those who were considered suitable candidates for vocational rehabilitation had not contacted DVR for services. This represents a relatively high level of unmet needs on the part of this group. No attempt was made to verify contacts with other agencies, so no measure of unmet needs was available for the group -- three-fourths of the total -- who were identified by the interviewing counselors as candidates for services by agencies other than DVR.

The remaining four-twelfths who in the opinion of the interviewing counselors can be helped by no known agency also represent unmet needs, but of a different type. This group represents previously unrecognized needs -- needs that have not and are not now being met.

The four phases in this study -- the analysis of letter content, the questionnaire survey, the Personal Interview Phase, and the examination of DVR records -- represent successively higher levels of information seeking. Each succeeding phase tended to validate the results of previous phases and to provide additional insights as well.

In general, it can be concluded that those who wrote to HELP wrote out of real concerns with real problems and that high levels of unmet needs exist.

Section 7.2 proposes methods whereby future campaigns of this type can be improved and Section 7.3 discusses the implications the HELP Campaign carries for the people of Minnesota.

7.2 Comments on the HELP Campaign

The HELP Campaign presented an innovation in the delivery of human services. It not only employed a particularly effective means of contacting people who needed help, but it also demonstrated the potential value of an synergistic approach to out-reach -- the private and public sectors working together toward a common goal.

The evaluation just completed, however, identifies two areas in which programs, of which the HELP Campaign could be considered prototypic, can be improved: (1) Such programs must promise no more than can be delivered, and (2) They must be immediately responsive.

The Promise

The copy that was read in the HELP Campaign's public service announcements promised too much. Until such time as an information and referral service can be operated in conjunction with out-reach programs of this type, specific identification of the target population is essential. Had the HELP Campaign been clearly identified with vocational rehabilitation and its target population defined to consist of those for whom this would be a reasonable undertaking, it would have attracted fewer individuals with problems that cannot be solved by existing service agencies.

Comments elicited within the questionnaire survey, and in the personal interviews, sometimes suggested that an attempt had been made to oversell the idea of writing to HELP. As one of the interviewing counselors stated, "It was my experience in interviewing that people thought the 'HELP' Agency had found a wonder drug to cure old age, deformity, and retardation." Actually, the campaign theme, "You've got nothing to lose but your disability," contains an implicit promise which, by any definition, is impossible to keep.

The Response

Many who had written letters to HELP were disappointed because the replies to their appeals for help were not received by return mail. During the campaign's initial stages, delays of several months were not at all unusual. But even after the program's initial problems in logistics had been worked out, response time was generally a matter of weeks rather than days. As one questionnaire respondent put it, ". . . when people get desperate enough to write letters to perfect strangers asking for help, they need help right now -- not four months from now or four weeks from now . . ."

Some means must be developed to effect more immediate responses to appeals for help. The disadvantage in collecting appeals for help at some central point for redistribution to the states in which those appeals originated is that this procedure contains a built-in delay factor. In view of the sense of urgency detectable in many of the HELP letters and of the vast potential programs exemplified by the HELP Campaign have in improving human services delivery, it would be better if individuals to whom future campaigns are directed were invited to write, not to "Box 1200, Washington, D.C.," but to "Box 1200, Capital City, Your State."

7.3 Implications for Minnesota

Approximately 1,000 letters were received in Minnesota as a result of the HELP Campaign from people concerned with their own problems or with the problems of others. The "typical" letter identified 1.1 individuals as being in need of help. Projecting the results of the Personal Interview Phase, it can be estimated that in the opinions of the vocational rehabilitation counselors who conducted interviews:

> Five out of twelve who needed help can be helped by DVR,
>
> Three out of twelve who needed help can be helped by agencies other than DVR, and
>
> Four out of twelve who needed help can be helped by no known agency.

These findings carry certain implications for the State of Minnesota in the areas of case finding and service delivery.

Included among those who can be helped by DVR, and perhaps also among those who can be helped by agencies other than DVR, were many who had not yet received the help they needed. In light of this unmet need, the case-finding policies of Minnesota agencies should be examined with a view toward modification -- particularly where the person in need of help or his advocate has already made the first move.

The services delivery policies of Minnesota agencies also should be examined, but in light of the unrecognized -- and unmet -- needs of those who can be helped by no agencies.

The Minnesota DVR operated what best could be described as an Information and Referral Center in its handling of the HELP letters. The concept of having one place where one can turn for help for any problem is quite appealing; and basically this was what the HELP Campaign offered. The next step could well be an extended nationwide promotional campaign generating continuing coordination of services with need and a network of well-staffed Information and Referral Centers, one or more in each state, to ensure service delivery.